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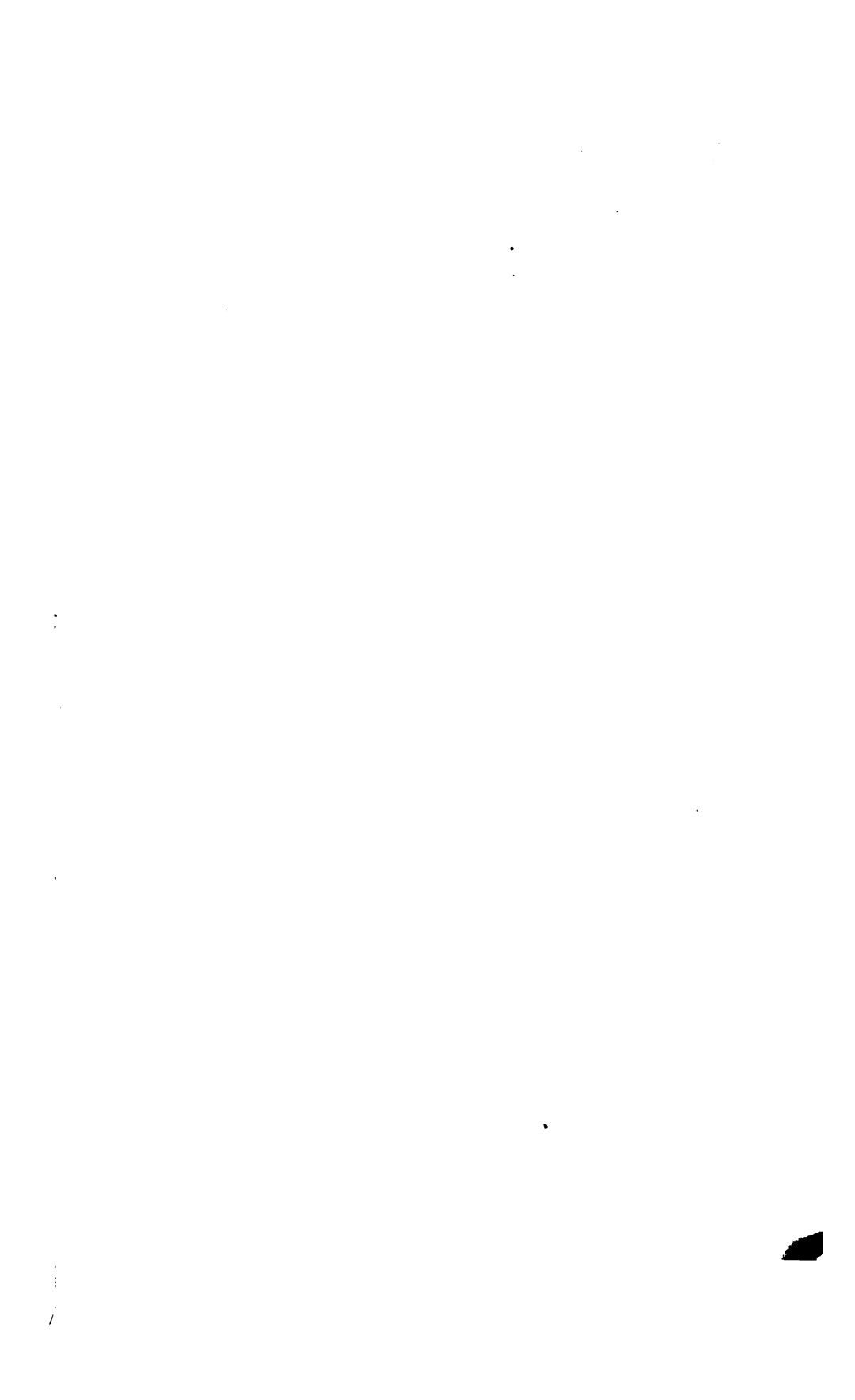














# TWENTIETH ANNUAL REPORT

OF THE

★ UNITED STATES

4398

# CIVIL SERVICE COMMISSION.

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JULY 1, 1902, TO JUNE 30, 1903.

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Previous reports can be consulted at all free libraries. A Manual of Examinations is issued by the Commission for public distribution, giving information respecting the scope of the examinations and the methods of appointment.

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WASHINGTON:  
GOVERNMENT PRINTING OFFICE.  
1904.

33011

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TWENTIETH ANNUAL REPORT  
OF THE  
UNITED STATES CIVIL SERVICE COMMISSION.

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WASHINGTON, D. C., *January 12, 1904.*

SIR: In presenting its annual report for the fiscal year ended June 30, 1903, the Commission is pleased to state that during the year there was a general observance of the civil-service law and rules by public officers, that with few exceptions there was a spirit of hearty cooperation on their part in the enforcement of the law and rules, and that the advantages of the merit system in promoting efficiency and economy in the service continue to be shown in official reports, indicating large increases in the work of offices without corresponding additions to the force of employees.

CHANGES OF COMMISSIONERS.

Before discussing the work of the year the Commission deems it proper to refer to the changes in its organization since submitting the last annual report. The present members of the Commission were appointed just before the close of the last fiscal year, and practically all of the work of the Commission for that year, therefore, was done under the direction of the former Commission, consisting of John R. Procter, William Dudley Foulke, and James Rudolph Garfield. The Commission was peculiarly fortunate in its organization at that time, but it has since lost the valuable services of all of these members, either by resignation or death. Commissioner Garfield resigned on February 24 last to become Commissioner of Corporations, Commissioner Foulke resigned on April 30 to recuperate his health, and Commissioner Procter, the president of the Commission, died suddenly on December 12, his death casting a gloom over the entire office. The following minute was adopted by the Commission on the occasion of his death.

Commissioner John Robert Procter died suddenly in the city of Washington on the 12th day of December, 1903, after ten years' service on the Commission, during nearly all of which time he was its president. He was born in Kentucky in 1844, and was a gallant soldier of the Southern army; but no American excelled him in loyalty to his country after the collapse of the Confederate cause. He was for many

years at the head of the geological survey of his native State, and after rendering valuable service he allowed the survey to be closed and its work discontinued rather than yield to political pressure for the discharge of competent employees. His courageous stand for the merit principle led to his appointment on the United States Civil Service Commission by President Cleveland, on the recommendation of Theodore Roosevelt, then a member of the Commission. During his ten years' service on the Commission the number of positions in the competitive classified service increased from 43,000 to approximately 125,000. He saw the Commission rise from the position of a small Bureau of the Government to one of considerable importance; and much of its success is due to the safe, conservative policy which he always advocated, to his ability, sound judgment, and steadfast refusal to abandon or compromise the principles which he held in regard to the improvement of the public service, and to his tact, patience, sincerity, and sympathetic nature, which endeared him to all with whom he came in contact. The Commission has lost its leader, but the cause to which he gave the full measure of his devotion still lives, and his associates on the Commission desire to place on record their tribute to the memory of an honorable and useful life of high ideals and unselfish devotion to the public welfare.

#### REVISION OF THE RULES.

Attention was called in the last report to the need of a revision of the rules. This revision, which was submitted to and approved by the President, took effect April 15 last, and has resulted in a more systematic arrangement of the rules, besides securing such changes as observation and experience had shown to be necessary or desirable. Among some of the more important features of the new rules may be mentioned the following:

A broader definition is given to the classified service in the line of the natural growth of the merit system. The limits to which the classified service may be extended in the discretion of the President are fixed by section 7 of the civil-service act, which excludes officers subject to confirmation by the Senate and mere laborers. Beginning in 1883 with 13,924 classified positions, extensions have gradually been made to approximately 125,000.

The orders of classification made by the heads of departments on the direction of President Cleveland, June 10, 1896, extend the classification to all officers and employees that the rules might embrace within the limits of the civil-service act. The law and the orders of classification, therefore, permitted the extension of the classified service to these maximum limits. The classified service is accordingly defined by Rule II, clause 1, of the revised rules, so as to cover the entire executive civil service permitted to be classified by the act and the orders of classification; but provision is made for exceptions from examination for positions for which an examination would be either inappropriate or not required in the interests of good administration.

A list of the excepted positions follows the rules. In each case, upon the occurrence of a vacancy in any of these excepted positions, the question is left to the judgment of the appointing officer whether the conditions of good administration require that it shall at

that time be filled from an existing register of eligibles, or by competitive or noncompetitive examination, or without any examination; in other words, any of these positions is only excepted when the appointing officer deems the special circumstances of the case require the waiver of the examination. The number of excepted positions has, as a result, been reduced, and the names of 294 persons who passed with their positions from the excepted to the competitive class have been reported.<sup>a</sup>

The age limits are no longer set out in detail, but left to be fixed by a regulation of the Commission, subject to the approval of the appointing officer.

The provision is omitted authorizing appointments without examination to positions requiring peculiar scientific, professional, or special attainments such as are not ordinarily acquired in the executive civil service.

The former rules required that all applicants should be citizens of the United States. The new rules admit to examination all those who are not citizens but who owe allegiance to the United States. This admits Porto Ricans and Filipinos to the examinations.

A change has been made in the method of allowing emergency and temporary appointments without examination. When an emergency requires that a vacancy be filled at once, the appointing officer must first make a requisition and then may make an emergency appointment. Except with the previous approval of the Commission, no such appointment may continue for more than thirty days, and in any such event it must cease as soon as an appointment can be made from the register. If a register contains less than three names, the appointing officer may decide whether he will make an appointment on probation; but if he fails to do this, he must give temporary appointment to one of the two eligibles, or to the one eligible, or satisfy the Commission that he has good reasons for declining to do so. A temporary appointment may continue until certification of three eligibles can be made. If the appointee will not be needed beyond the continuance of a particular work, the appointing officer may make a temporary appointment for a period not to exceed three months. This period may be extended for three months longer, but must not exceed six months in all. In each instance the appointing officer must have the consent of the Commission, and, as far as possible, such appointments must be made from the register of eligibles immediately available of persons living near the place where the service is to be rendered. This does away with the patronage feature of such selections and meets the objection so often made against the bringing of applicants from a distance for work that is merely temporary in dura-

<sup>a</sup> A statement showing by departments and offices the number of positions thus made competitive may be found on p. 99 this report.

tion. It is also provided that if an eligible accepts temporary appointment, he will retain his standing on the register for permanent appointment, and thus lose nothing by accepting temporary work.

Provision is made for transfers to our own home service from the Philippine classified service, of persons who have served three or more years therein.

A former provision abolishing the limitation of one year for reinstatement in favor of persons dropped under a reduction of force specifically required by law is omitted, as it was found that persons of this class who after one year were not reinstated were, on the whole, distinctly inferior to the class of persons who might be secured from the eligible registers. Persons dropped upon a reduction of force are usually the least efficient, and it was not considered wise to continue an exception in their favor.

Provision is made that where a position can be adequately filled by promotion it shall not be filled by transfer. In making transfers it is considered a desirable practice to confine them, as a rule, to the lowest grades, as injustice is done when a person is brought into a Department from the outside over the heads of persons deserving the promotion.

In the rule governing removals is embodied the Executive order of May 29, 1902, defining what is meant by "just cause" in making removals, in order that the Commission may perform the duty imposed upon it by the civil-service act. In observing the operation of the rules it is provided that the Commission shall, upon request, be furnished with copies of the reasons, notice, and answer in removals, and the reason for any change in rank or compensation. It is gratifying to report that the Commission has thus far had rare occasion to resort to this power.

The new rules provide a plan for treating the positions of laborer, where the duties require a degree of skill and intelligence beyond what would be implied by the designation of "mere laborer or workman," as used in the civil service act. Nearly all positions of laborer have heretofore been filled without examination, regardless of the kind of work to be done. This has resulted in the assignment of laborers to work which ought to be performed only by persons appointed from the register of eligibles. Under the new rules due regard can be had in making appointments to the relative amount of classified and unclassified work to be done, and when the principal duties pertaining to a position are of a kind performed by employees who, by reason of such duties, are classified, the position is to be treated as classified. An attempt is made to establish a method under which there will be a uniform and definite understanding respecting the duties that shall be regarded as classified, with a view that hereafter only positions desig-

nated as those of laborers, which, in fact, involve only mere laborer's work, shall be filled outside of the examination.

Numerous other changes of less importance have been made, affecting the machinery of the system. It may be said in general that all the modifications made were such as were suggested by practical experience, and the new rules were sent, long before their adoption, to each of the Departments and offices affected, criticisms were invited, and in most instances conferences were held and a satisfactory understanding was arrived at before the rules were promulgated. Since their adoption on April 15 they have in general given satisfaction, and no further alterations or amendments have been made.

#### OBSERVANCE OF THE ACT AND RULES.

The improvement over former years in the general observance of the civil-service act and rules noted in the last report has continued. This improvement is shown not only in the marked decrease in the number of complaints of violations of the act or rules, but in the fact that but few complaints appeared to be well founded, while the number of serious offenses has been materially reduced. The results of the investigations made during the year will be set forth fully in the appendix. Among the more important cases disposed of may be mentioned the following:

Former Collector of Internal Revenue Charles E. Sapp, Deputy Collector Leonard Parsons, and Joseph Potoning, an employee of the Louisville and Nashville Railroad, all of Louisville, Ky., in March, 1903, entered pleas of guilty to indictments charging them with collecting and receiving political assessments in violation of the civil-service act, and were sentenced as follows: Messrs. Sapp and Potoning to pay fines of \$500 and costs, and Parsons to pay \$200 and costs.

An investigation in December, 1902, of charges of soliciting and receiving political assessments in the surveyor-general's office of Colorado resulted in the failure of the surveyor-general to receive reappointment, and the summary removal of two of his subordinates.

Jeffrey O'Connell and Daniel O'Shea were convicted of conspiracy to defraud the Government and fined \$50 each, as a result of O'Shea's impersonation of O'Connell in an examination for the New York custom-house.

James M. Curley, Bartholomew J. Fahy, Thomas F. Curley, and James J. Hughes were found guilty of conspiracy to defraud the United States and were sentenced to two months in jail each. This conviction grew out of the impersonation by James M. and Thomas F. Curley of Fahy and Hughes in an examination for the Boston post-office on December 4, 1902. The defendants are now on bail pending appeal.



J. W. Arnold, jr., a special agent in the rural free delivery service, was removed on the Commission's recommendation for irregularities in his conduct of examinations for rural carrier.

Five employees of the Philadelphia mint who were removed for political reasons were required to be reinstated, and a number of appointments were required to be made from a special examination to fill classified positions in the mint and to which unclassified laborers were assigned.

The reinstatement of W. A. Miller, who was removed from the position of assistant foreman in the bindery division of the Government Printing Office because he was obnoxious to the bookbinders' union, was ordered by the President, for the reason that Miller's removal was not for such cause as would promote the efficiency of the service.

An inquiry into the Philadelphia post-office last November developed that certain transfers had been made in that office, apparently for political reasons, although it did not affirmatively appear that the postmaster was guilty of any intentional wrongdoing. Upon the report of the Commission the President directed that three carriers be restored to the routes which they had before they were changed in October, and also called the postmaster's attention to the rule requiring all officials in the Federal service to give proper and competent testimony to representatives of the Commission.

A recent investigation into the Washington city post-office furnishes a striking example of the improvement in the observance of the act and rules. This investigation disclosed that the violations and evasions of the rules practiced in that office in former years had almost, if not quite, entirely ceased. The investigation was made upon the request of the Postmaster-General, who took prompt action toward correcting the abuses found by the Commission to be still in existence.

As a result of the investigation into the conduct of business in the Post-Office Department, made under the supervision of the Fourth Assistant Postmaster-General, a number of officers and employees of that Department have been indicted. An inspection of the Commission's records shows that none of those indicted entered the service through competitive examination. This should be gratifying to the advocates of the merit system, who hold that employees secured through fair, open competition are more likely to have a greater degree of integrity, as well as efficiency, than employees appointed under the patronage system. The one class of employees expect promotions only upon merit, and look forward to a career in the public service, while the other class, appointed through favor, usually employ the same means in securing promotions and important assignments, and thus regarding their positions from the selfish standpoint of personal gain, they can not have the same interest in their work or the success of the service as those appointed upon merit.

EXAMINATIONS AND APPOINTMENTS.

The examining work of the year was the largest in the history of the Commission. The following table shows the number examined, the number that passed, and the number appointed in all branches of the service:

Service.	Examined.	Passed.	Appointed.
Classified service:			
For entrance—			
Departmental .....	28,045	19,960	8,649
Government printing .....	3,593	3,249	254
Custom-house .....	5,673	4,429	408
Internal revenue .....	609	387	121
Post-office .....	46,545	35,201	16,139
Total .....	84,465	63,226	25,566
For promotion .....	938	629	204
For transfer .....	343	204	419
For reinstatement .....	3	2	1
Total, classified service .....	85,749	64,061	26,190
Philippine service .....	534	241	153
District of Columbia .....	504	137	.....
Naval Academy .....	434	151	.....
Mere unskilled laborer .....	1,757	1,624	.....
Grand total .....	88,978	66,214	26,343
Transfer certificates issued without examination .....			670
Reinstatement certificates issued without examination .....			769
Grand total appointed .....			27,782

The foregoing table does not include 24,080 persons examined and 14,080 appointed under navy-yard regulations, which service has not been covered in previous reports. Exclusive of the navy-yard service, there is an increase over the previous year of 26,949 in the number examined, of 25,175 in the number that passed, of 12,672 in the number appointed through entrance examination, and of 220 in the number promoted, reinstated, or transferred on noncompetitive examination—a decrease of 73 in the number of reinstatements and of 61 in the number of transfers without examination. This excludes the appointments in the Philippine service in both years.

Six hundred and fifty-four different kinds of examinations were held, of which 288 were educational and 366 noneducational tests. The examining work for the year was equal in extent and far greater in variety than during the first nine years after the Commission's organization. The examinations given during the year may be divided into (1) clerical and subclerical, (2) professional, scientific, and technical, (3) mechanical trades, and (4) miscellaneous. The following table shows the results of examinations for each of these different classes of positions:

Kind of examination.	Examined.	Passed.	Appointed.
Clerical and subclerical .....	61,307	44,591	19,841
Professional, scientific, and technical .....	6,381	3,132	1,169
Mechanical trades .....	35,455	33,719	16,163
Miscellaneous .....	9,915	8,694	43,250
Total .....	113,058	90,136	40,423

a Statistics of appointments in unclassified branches of the service are not available.

From the foregoing tables it will be observed that the examining work of the Commission covers a field wider than the curriculum of any educational institution in the country. While the great majority of the positions for which examinations are held are filled by persons who have taken only a common school, high school, or business course, there is also a large number of positions requiring professional, technical, or scientific qualifications or a knowledge of trades which can be suitably filled only by college graduates, graduates from technical institutes, or persons who are skilled in the different mechanical trades.

The examining work is discussed more in detail in the report of the Chief Examiner, which will be found in the appendix. Practically all of the examining work for the year was done under the direction of the former Chief Examiner, Mr. A. R. Serven. The Commission lost his valuable services on June 8 last, when he resigned to resume the practice of law, after discharging the duties of Chief Examiner for seven years.

#### WORK DONE FOR THE PHILIPPINES AND PORTO RICO.

When the Philippine civil service was established, in 1900, some of the earliest calls were to fill clerkships requiring the usual qualifications, but now all such positions in that service are filled by appointments of natives, or American or other residents of the islands, and the calls upon the Commission are for persons with professional, technical, or scientific qualifications.

During the year 534 persons were examined by the Commission for that service, and 153 appointments were made from examinations to various positions, including the following: Architectural draftsman, assistant, auditing clerk, bookbinder, bookkeeper, cabinetmaker, chemical mineralogic investigator, civil and electrical engineer, collector of forest botany, compositor, compositor and translator, custom-house service (second grade), electrotyper, expert in animal industry, forestry inspector, instrument maker, junior architectural draftsman, junior civil engineer, mechanical and steam engineer, pathologist and bacteriologist, photo-engraver, pressman, proof reader, provincial supervisor, scientific aid, stenographer and typewriter, and Spanish translator.

Some difficulty has been experienced in getting men with suitable qualifications for the Philippines, owing to the inadequate entrance salaries offered or to the unfavorable reports from the islands. The attention of the Bureau of Insular Affairs and the Philippine government was called to the insufficient entrance salaries offered for certain technical positions, which were but little better than those paid in the United States, and the salaries were accordingly increased, resulting in less difficulty in filling vacancies. The conditions of employment in the Philippines continue to improve, with the result that more

applicants have been examined within the last five months than in the preceding twelve months. Little difficulty is expected in the future in getting good men to go to the islands, as it is becoming generally understood that the Philippine service offers a career for men with suitable qualifications. This is evident from the number of men in that service who, on account of conspicuous fitness, have been advanced from subordinate places to places of administrative importance. Among this number may be mentioned several officers of volunteer regiments, and privates of regular and volunteer regiments, and civil employees. For instance, a colonel who went to the civil service has been advanced to membership on the Philippine Commission; a major has become insular purchasing agent; a lieutenant has been appointed a member of the judiciary; another lieutenant has been made warden of penitentiaries; a private has been promoted from step to step to assistant treasurer, and other privates have gradually been promoted to important and responsible positions. Two postal clerks have been advanced, respectively, to the positions of assistant auditor of posts of the islands and postmaster of the city of Manila. A clerk has been advanced to associate judge of the court of land registration, and another clerk has become a member of the judiciary.

The revised civil-service rules provide that those who enter the Philippine service are eligible for transfer to the home service at the expiration of three years' employment in the Philippines. It is an interesting fact that a number of Americans formerly in the Philippine service who came home with the intention of not returning to the islands are now seeking positions in the Philippines, while some of this class have already returned. It is understood that the Filipinos are applying themselves diligently to the study of the English language and American methods, and as they acquire this knowledge they are expected to take the places of Americans in the service, so that eventually the calls for Americans will be few, and will be practically confined to men of professional, technical, or scientific qualifications or of administrative experience.

It is due the Chief of the Bureau of Insular Affairs of the War Department to state that there has been a spirit of hearty cooperation between that Bureau and the Commission in facilitating the appointment of suitable persons to the Philippine service.

In its last report the Commission briefly referred to the initial application of the civil-service system to the Federal positions in Porto Rico under the general plan which obtains with similar positions in the United States. While this system has been in operation for only a year, the results have been especially gratifying. Porto Ricans are taking an interest in the civil service, and are rapidly adapting themselves to improved methods.

During the year several examinations were held in Porto Rico for

the Federal service of the island and for employment in the United States. These examinations were given in both English and Spanish. One hundred and fifty-four persons were examined, of whom 73, mostly Americans, were examined in English, and 81 natives in Spanish. The natives who were given the same tests in Spanish as the Americans in English made the more creditable showing, as a larger per cent of them passed the examinations. Since the extension of the rules to Porto Rico, 78 residents of the island have received appointments, of whom 11 were appointed to service in Washington, one to the service at St. Augustine, and the others in the various branches of the service in Porto Rico.

The insular and municipal positions belonging to the insular government created by an act of Congress approved April 12, 1900, have not yet been placed under a competitive civil-service system. Civil-service bills were proposed in the legislative assembly, but it was finally agreed in the executive council that executive action could be had which would carry out the general desire for a set of civil-service rules and regulations, and a resolution of the executive council was adopted to this effect. So far as the Commission is aware, however, the rules and regulations contemplated by the resolution passed by the executive council have not yet been promulgated.

#### LABOR REGULATIONS.

Executive orders of July 3, 1902, March 26, 1903, and July 8, 1903, provide for the appointment of unclassified laborers in the service at Washington and in the field, under a system of registration to test the relative fitness of applicants for such employment, which shall be competitive and open to all citizens of the United States qualified in respect to age, physical ability, moral character, industry, and adaptability for manual labor, except that in cases of veterans of the civil war the element of age shall be omitted. In compliance with the Executive orders mentioned, the Commission has assisted in drafting regulations in aid of this system which have been put in operation in several of the Departments, where the results have been very satisfactory. It is believed to be in the interest of economy and efficiency, since it serves as a check upon extravagance by decreasing the number of unnecessary positions, and introduces into the service strong, able-bodied men who are adapted to laboring work. In Departments and offices where these regulations are not yet in force it is still the practice, to a considerable extent, to appoint persons as laborers and assign them to other than laboring work, for which they are not specially qualified, to the detriment of the service. This practice is expected to disappear with the enforcement of labor regulations throughout the service. These regulations are distinct from the classified service, and do not classify positions of mere laborer under the civil-service act and rules.

## NEED OF A RECLASSIFICATION OF EMPLOYEES.

In its last report the Commission suggested a plan for the reclassification of the entire departmental service by Congress. The present arrangement is merely a salary classification, resulting from increased appropriations from year to year to meet the needs of the service.

In its last report the Commission said that until a reclassification is made, based upon duties, it would not feel justified in attempting to enforce any uniform system of promotion regulations, and added:

The underlying cause which operates against promotion regulations based upon merit is the fact that there is no standard classification of clerical work. Promotion does not mean advance in grade of work, but simply an increase of salary; hence the difficulty of comparing the work of clerks for promotion. Throughout the departmental service we find that there are many instances of clerks doing exactly the same grade of work at \$1,600 or \$1,800 that they were doing when they entered the service at the lowest salary. Hence, before there can be a uniform system of promotion upon merit there must be a reclassification based upon the character of the work done. Promotion would then be made from one grade to another, and the work of persons employed within a special grade could be fairly and justly compared. There should be subdivisions within the grades, these subdivisions to be based upon a difference in salary, so that there would be opportunity for rewarding an efficient clerk within his special grade by gradual increase up to the highest salary within the grade.

The existing classification, which was made in 1853 and 1854, arranged the permanent clerical force into four classes based upon compensation. The salaries were fixed at \$1,200, \$1,400, \$1,600, and \$1,800, and embraced the entire clerical force excepting chief clerks. Since then additional clerkships have been created, some at salaries above the highest, others at salaries below the lowest of these classes.

Few of the positions requiring technical qualifications are appropriated for directly as such, so that the Departments are forced to make appointments to them under the designation of clerk. In some Departments the technical and scientific positions are appropriated for in lump sums. Generally speaking, there is little distinction in salary between employees with technical qualifications and those who have only ordinary clerical qualifications. It is manifest that the Government can not secure persons with technical training at the same salaries that are paid to mere clerks. These positions should be appropriated for with designations and salaries corresponding to the duties to be performed. It is also desirable to secure uniformity among the different branches of the service, so that the same compensation will be paid throughout the service for work of the same kind. This would lessen the desire on the part of employees for transfers from Departments or offices where the prospects of advancement are not considered good to other Departments or offices paying larger salaries for the same kind of work.

## CONSOLIDATED CIVIL-SERVICE BOARDS.

During the twenty years' existence of the Commission its work has increased more than tenfold, yet it has to-day the same organization that it had in 1883. There are at present 1,225 local boards scattered throughout the country. With a few exceptions, every free-delivery post-office and every custom-house has a local board of its own. It is manifestly impossible for the Commission to have any supervision over so large a number of boards, owing to its limited force and limited appropriation for traveling expenses. The Departments also complain that the time of some employees carried on their rolls is taken up by the civil-service work to the exclusion of the duties they are expected to perform for the Department by which they are employed. This complaint the Commission regards as entirely legitimate. During the last few years a plan has been tried in Boston, Philadelphia, and San Francisco which in actual operation has proved of much advantage to the service. A number of the local boards in and about these cities have been consolidated and civil-service districts created, thereby making it possible to carry on a large part of the civil-service work for these districts from the central points. At each of the three cities there is a secretary, who devotes all his time to the work of the Commission, keeps all the records of the office, and is held responsible for the general conduct of the business in his district. The Commission is planning to adopt this system of organization on a larger scale, and arrangements have accordingly been made to have all the work for New England, with the exception of five counties, carried on at Boston, all the work of the offices within a radius of 50 miles of New York City carried on from that city, and all work for a large part of the States of New Jersey and Pennsylvania and for all the State of Delaware carried on at Philadelphia. The secretary at each city will be provided with sufficient clerical help to enable him to manage the work of his office.

The advantage of this system will be twofold. First, the Commission will be able to supervise closely the civil-service work of a very large part of the country directly from central points through records maintained at the three cities named; and second, the Departments will no longer be called upon to detail employees with other duties, to perform the work of the Commission. It is also believed that the system of consolidated districts will prove to be more economical, and a limited number of clerks will perform substantially all the incidental civil-service work now done by the numerous secretaries and local boards in the different cities and towns.

## POWER OF REMOVAL.

In view of the misapprehension on the part of some appointing officers as to the power of removal, the Commission deems it advisable to

call attention to the rights and duties of appointing officers in this respect. In all places outside the competitive classified service the only restriction on this power is the following provision of Rule I:

No discrimination shall be exercised, threatened, or promised by any person in the executive civil service against or in favor of an applicant, eligible, or employee in the classified service because of his political or religious opinions or affiliations.

This rule provides for no filing of charges and no hearing of any kind in making removals from unclassified or excepted positions, but that an officer or employee may be removed summarily for any cause other than a political or religious one.

In making removals from competitive positions Rule XII provides that—

No person shall be removed from a competitive position, except for such cause as will promote the efficiency of the public service, and for reasons given in writing, and the person whose removal is sought shall have notice and be furnished a copy thereof, and be allowed a reasonable time for personally answering the same in writing; but no examination of witnesses nor any trial or hearing shall be required except in the discretion of the officer making the removal. Copy of such reasons, notice, and answer, and of the order of removal shall be made a part of the records of the proper department or office, as shall also the reasons for any change in rank or compensation, and the Commission shall upon request be furnished with copies or the originals thereof.

The Commission desires to call particular attention to this provision, under which appointing officers are made the absolute judges of the sufficiency of reasons given for the removal of any person in the competitive classified service. No examination of witnesses is required, nor any trial or hearing, except in the discretion of the officer making the removal. The rule is intended to prevent removals upon secret charges and to stop political pressure for removals. In order to prevent the reinstatement of a man who has been dismissed for good cause, the rule requires that a copy of the reasons, notice and answer, and of the order of removal shall be made a part of the records of the office.

The Commission has no authority to interfere as long as the procedure required by the rule is followed, unless it is charged, with offer of proof, that the removal was made for political or religious reasons. The rule does not create any legal interest, and can not be invoked by an employee before the courts. It is not made in compliance with law, but is an order of the Executive, under his constitutional authority, to regulate for himself the manner of removal. The appointing officer is the final judge of the qualifications of his subordinates, and the question whether such cause exists as requires a removal for the efficiency of the service is for him to determine. The civil-service law and rules provide no tenure of office except that based upon efficiency and good behavior, and under the requirement of the law and rules it is as much the duty of an appointing officer to remove classified employees



for inefficiency as it is not to discriminate against them in any way for political or religious reasons.

#### RURAL CARRIER SERVICE.

In discussing in the last report the plan for the selection of rural carriers, the Commission commented upon the danger of abuse afforded by the provision in the regulations permitting the patrons of a route to express their personal preference for a carrier through the examiner, but stated that the danger might be minimized by careful supervision of the service on the part of the Post-Office Department and the Commission. While but few complaints have reached the Commission concerning these regulations, their operation has not been entirely satisfactory, and there is an apparent lack of confidence on the part of the public in the ability of the Commission and the Department to prevent political pressure upon the special agent or route inspector who may conduct the examination. It has been deemed desirable, therefore, to so amend the regulations as to eliminate the examiner's report as a part of the examination and to provide for the appointment of the person standing highest on the eligible register resulting from the examination, the patrons being given the opportunity to have the names of unsuitable persons stricken from the register. New regulations embodying this and other minor changes were approved by the Department and the Commission, to be effective February 1, 1904.

#### MUNICIPAL SERVICE OF THE DISTRICT OF COLUMBIA.

The following is an extract from the annual report of the Commissioners of the District of Columbia for the year 1903:

As the President of the United States, according to the Attorney-General of the United States, is not authorized under the civil-service act to extend the civil-service rules over the District Government, because under the decision of the Supreme Court of the United States, the District of Columbia is a municipal corporation and not a part of the Government of the United States, the Commissioners recommend once more that Congress pass a civil-service law for the government of the District of Columbia. Most of the large municipalities of the country now have such a law, and there is no apparent reason why the District government should be excepted from the advantages of it. The Commissioners have maintained a merit system of appointment and promotion, but it has no legal protection; and the examinations which the Commissioners require for the police and fire departments, and in some other special cases, are conducted by the United States Civil Service Commission simply as a matter of courtesy and can not be required of the Commission by the Commissioners.

The Commission trusts that the recommendation of the District Commissioners may receive favorable consideration. No difficulty is anticipated in obtaining qualified persons for employment in the municipal service of the District of Columbia through examinations of the Commission, as many positions in other branches of the service requiring similar qualifications have been filled readily and satisfactorily in *this way*.

## SUPERANNUATION.

The question of superannuation has been discussed in previous reports of the Commission. For several years past various bills looking to the retirement of Government employees have been proposed in Congress, but no definite action has been taken in regard to any of these bills, nearly all of which proposed a retirement fund to be created by withholding a part of the salary of employees.

It may be of interest to repeat that in European countries and some Asiatic countries government employees are retired with a fixed pension after a certain length of service or when they reach a certain age. The Tenth Annual Report of the Commission (pp. 12-33) contains information furnished by United States consuls in regard to the conditions under which European employees and those of some other countries are retired from the service.<sup>a</sup> The practice of pensioning employees in Europe is not confined to the Government, but extends to many old and experienced business establishments. About seventy institutions in the United States have inaugurated a pension system for employees, among which are the National City Bank of New York, the First National Bank of Chicago, the Commercial Cable Company, the Pennsylvania Railroad Company, the Illinois Central Railroad Company, the Philadelphia and Reading Railroad Company, and in Canada the Grand Trunk Railway Company. The Grand Trunk Railway superannuation system was begun in 1874. The revenue for the fund is derived from a contribution from employees of 2½ per cent of their pay, deducted monthly, which amount is supplemented by an equal amount monthly from the railroad company.

In its last report the Commission referred to some of the remedies proposed for the evils of superannuation, and, after mentioning the advantages and disadvantages of a civil pension system, made the following suggestion:

It would therefore seem wise if Congress were to provide that the further admission of persons into the classified service should be based upon the condition that the persons so admitted shall provide against their own superannuation or other disability by adequate annuity insurance, the premiums to be deducted from their salaries, and that superannuation and disability annuities for those now in the service should also be provided for, to be secured, so far as practicable, by similar deductions from salaries. To accomplish these purposes it would seem a wise provision that a committee of experts should be selected, either by detail from the public service or otherwise, to aid the President in preparing suitable rules for accomplishing the above results. The Commission would be glad to cooperate in any measure which may be devised for this purpose.

The Commission is still of the opinion that some action as proposed would be in the interest of good administration.

Under an Executive order of March 31, 1903, information is now

<sup>a</sup> A compilation of this information appears in the Eleventh Report of the Commission at pages 826-897.

being compiled respecting each officer and employee in the service classified under the civil-service rules, showing his status and giving his age and length of service. This information will perfect the service record cards of the Commission and furnish data from which some system may be devised under which employees may provide for their own insurance against superannuation.

#### NEEDS OF THE COMMISSION.

The Commission begs to call attention to the necessity for better accommodations. The work is at present carried on in a building which is quite inadequate for its needs. It is highly desirable that those employed in any given division should be located as nearly as possible together. The work of the examining division, for example, is to-day scattered over five different floors, and certain examinations are held in a building across the street from the present quarters of the Commission. The same is true to a less extent of the work of all branches of the office. Great economy of time would result if a modern building, suitable to the enormously increased needs of the Commission, could be erected. If, however, this is deemed impossible, arrangements should be made for the renting of more commodious quarters.

#### ADDITIONAL FORCE OF EMPLOYEES.

At its last session Congress provided the Commission with an additional force of 62 regular employees in lieu of 77 employees on detail. As a result of the act of Congress, 25 of the more competent detailed employees were transferred to the rolls of the Commission and 37 persons were appointed from eligible registers in lieu of detailed employees. Most of the appointees were selected from the clerk-examiner examination, which was prepared and held for the purpose of securing clerks and examiners adapted to the work of the Commission. The majority of the new appointees have now been on duty over five months, and the work to which they are assigned is being done with more accuracy and rapidity than by detailed clerks who were relieved from duty. On the whole, the introduction of the new clerks has been a distinct gain to the Commission, as they have a wider range of qualifications than the clerks who were relieved, and in consequence much work which has heretofore fallen in arrears on account of the lack of the necessary qualifications on the part of detailed employees is now being carried on in a very satisfactory manner.

We have the honor to be, your obedient servants,

ALFORD WARRINER COOLEY,

HENRY F. GREENE,

*Commissioners.*

The PRESIDENT.

## ANNUAL REPORT OF THE CHIEF EXAMINER.

DECEMBER 1, 1903.

*To the Commission:*

The Chief Examiner respectfully submits the following report of the work performed under his supervision during the fiscal year ended June 30, 1903:

At the outset it is proper to state that practically all of the examining work of the year was done under the direction of Mr. A. R. Serven, who resigned the position of Chief Examiner on June 8 last. To him and his subordinates, therefore, credit is due for the results accomplished during the year.

The work of approving or rejecting applications, holding examinations, and preparing and rating examination papers, has been the greatest in the history of the Commission. During the year the Commission was called upon to give 654 examinations requiring different tests of fitness, of which number 288 were educational and 366 noneducational examinations. For the convenience of applicants these examinations were given at over one thousand places throughout the country where the Commission has local boards of examiners. The total number of persons examined was 85,749 as against 60,558 for the preceding fiscal year. There were in addition 24,080 persons examined under Navy-Yard regulations, a branch of the classified service not covered in previous reports, which raises the total number of persons examined for the classified service to 109,829. In the preceding fiscal year there were 12,894 appointments, while during the last year there were 39,646 appointments, including 9,761 to positions of carrier in the Rural Free Delivery Service and 14,080 to the Navy-Yard Service, appointments to which two branches of the service were not given in previous reports.

The following tables show by comparison with the number for the preceding fiscal year the number examined for appointment, promotion, transfer, and reinstatement in the different branches of the service, with the number that passed and the number appointed in each branch:

(A) APPOINTMENT.

Branch of service.	Year.	Examined.	Passed.	Appointed.
Departmental.....	1903	α 52, 125	43, 882	22, 729
	1902	21, 243	15, 021	5, 828
Post-Office .....	1903	46, 545	35, 201	16, 139
	1902	30, 597	18, 851	6, 321
Custom-House .....	1903	5, 673	4, 429	403
	1902	5, 527	4, 433	274
Internal Revenue.....	1903	609	387	121
	1902	1, 055	614	250
Government Printing.....	1903	3, 593	3, 249	254
	1902	896	774	221
Total.....	1903	α108, 545	87, 148	39, 646
	1902	59, 318	39, 693	12, 894

α Includes 24,080 examined under the Navy-Yard regulations. This branch of the service has not been covered in previous reports.

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## (B) PROMOTION.

Branch of service.	Year.	Examined.	Passed.	Promoted.
Departmental and Government Printing.....	{ 1903	345	175	242
	{ 1902	354	174	148
Post-Office .....	{ 1903			
	{ 1902	5	5	5
Custom-House .....	{ 1903	593	450	162
	{ 1902	645	468	128
Internal Revenue .....	{ 1903			
	{ 1902			
Total.....	{ 1903	938	629	404
	{ 1902	1,004	647	281

## (C) TRANSFER.

Branch of service.	Year.	Examined.	Passed.	Transferred.
Departmental and Government Printing.....	{ 1903	314	178	193
	{ 1902	224	161	115
Post-Office .....	{ 1903	20	19	20
	{ 1902	3	2	2
Custom-House .....	{ 1903	7	5	4
	{ 1902	7	5	5
Internal Revenue .....	{ 1903	2	2	2
	{ 1902	2	1	1
Total.....	{ 1903	343	204	219
	{ 1902	236	169	123

## (D) REINSTATEMENT.

Branch of service.	Year.	Examined.	Passed.	Reinstated.
Departmental.....	1903	2	1	.....
Custom-House .....	1903	1	1	1
Total.....	1903	3	2	1

## (E) TOTAL FOR ENTIRE CLASSIFIED SERVICE.

Year.	Examined.	Passed.	Appointed, promoted, transferred, or reinstated.
1903.....	109,829	87,983	40,270
1902.....	60,558	40,509	13,298

In addition to the foregoing examinations, the Commission examined for the Philippine Service 534 applicants, of whom 241 passed and 293 failed, and 504 applicants (principally for policemen and firemen) for the Commissioners of the District of Columbia, of whom 137 passed and 367 failed. Physical examinations were also given on the request of the heads of the several Executive Departments to 1,757 applicants for the position of mere unskilled laborer, of whom 1,624 passed and 133 failed; and on the request of the Secretary of the Navy 434 persons were examined for the Naval Academy, whose papers, at the conclusion of their examinations, were forwarded for rating to the Superintendent of the Academy at Annapolis.

A comparison of the number examined for appointment to each of the different branches of the classified service during the past year shows an increase for the year covered by this report as follows: Departmental Service, 6,802; Custom-House Service, 146; Post-Office Service, 15,948; Government Printing Service, 2,697; while a *decrease of 446 occurs in the Internal-Revenue Service.*

### NATURE AND EXTENT OF EXAMINING WORK.

The nature and extent of some of the principal examining work performed under the supervision of the Chief Examiner during the year is indicated in the following figures: Communications (letters, telegrams, etc.,) received and answered—by letters, 58,935; by printed information furnished, 74,651. Telegrams sent, 765. Manuals of Examinations and application blanks furnished to inquirers, 134,526; applications approved, 65,236; applications returned for correction, 10,309; applications canceled, 2,230; additional vouchers mailed calling for further information concerning applicants, 10,931; special examinations announced, 1,974; copies of forms shipped to local boards for official use or distribution, 521,261; copies of newspaper announcements of special examinations furnished to the press, local boards, and inquirers, 145,489. Noncompetitive examinations ordered, 635; new local boards organized, 89; changes in local board membership ordered, 767; different educational examinations prepared 289, different noneducational examinations prepared 364, total 653. Packages of examinations shipped under seal to local boards, 7,925. Number of persons examined and papers rated—at the Commission, 58,313; by special or local boards, 54,745. These figures indicate the extent and variety of work required to be done in connection with examinations in addition to the regular work of preparing and rating examination papers.

### ANALYSIS OF STATISTICS OF EXAMINATIONS AND APPOINTMENTS.

An analysis of the statistics of examinations and appointments shows that the classified service covers a wide field, and that the work of the Commission is not confined, as many suppose, to the filling of clerical positions. A comparison of the number examined and appointed in the early years of the Commission with the number examined and appointed during the last fiscal year is not without interest, as showing the growth of the work of the Commission. In 1883, when the Commission was organized, 3,542 persons were examined, principally for clerical positions in the Departmental, Customs, and Post-Office services, and 489 appointments were made in those services. From July 16, 1883, to June 30, 1892, covering the first nine years of the Commission's work, there were 125,212 persons examined and 29,547 persons appointed for all branches of the classified service. During the last fiscal year, however, there were 112,624 persons examined and 40,423 appointments to all branches of the civil service.

From the table accompanying this report it will be seen that only 36,520, or 32 per cent, of the 112,624 applicants examined during the last fiscal year for positions in the entire civil service, competed for purely clerical positions, and that only 9,768, or 24 per cent, of the appointments were made to such positions, out of 40,423 appointments to all branches of the service. Sixty-five per cent of those examined for clerical positions passed the examinations, and of those that passed 41 per cent were appointed to the service. These figures show that the prospects of appointment throughout the service to clerical positions are much better than is generally believed to be the case.

Of the applicants examined, 22,720, or 20 per cent, competed for carrier positions in the Rural Free-Delivery Service, and 24,080, or 21 per cent, registered for positions in the Navy-Yard Service. It will be seen that 46,800 applicants competed for positions in these two services. Of all appointments, 14,080 were made to the Navy-Yard Service and 9,761 to the Rural Free-Delivery Service. Statistics of examinations and appointments for these two services were not covered in previous reports of the Commission.

Of the total number of persons examined, 6,381, or nearly 6 per cent, competed

for professional, scientific, and technical positions, and appointments to these positions constitute 3 per cent of the total number of appointments to the service. Practically half of those examined for such positions, or 49 per cent, passed the examinations, and 37 per cent of those who passed were appointed.

Examinations for mechanical positions were given with educational tests for some positions and without educational tests for others; the noneducational test consisting of an inquiry into the physical condition and experience of the applicants. Those given educational tests for such positions constituted about 8 per cent, and those given noneducational tests constituted nearly 24 per cent of the total number examined. About 80 per cent of those given educational tests for mechanical positions passed the examination, and 11 per cent of those who passed were appointed. Over 57 per cent of those who passed the noneducational examinations for mechanical positions were appointed to the service, the number of such appointments constituting 38 per cent of the total number of appointments to the service. A large number of competitors was given examinations without educational tests for positions not exactly mechanical in their character, such as for attendant in the Public Health and Marine-Hospital Service, surfman in the Life-Saving Service, etc. The number of competitors in this class of examinations constituted nearly 7 per cent of the total number examined. Over 89 per cent of them passed the examinations, and 47 per cent of those who passed were appointed.

Approximately, 68 per cent, or 76,398, of the number examined for all branches of the service took educational tests of various kinds, and 32 per cent, or 36,226, were given noneducational tests, which were confined mainly to a consideration of the age, physical condition, and experience of the applicants. Of all those examined, nearly 80 per cent passed, and 46 per cent of those who passed were appointed; so that 36 per cent of all examined were successful in securing appointment. It will thus be seen that the examining work of the Commission is greatly diversified, and that the information concerning examinations is such as to distribute the applicants in the examinations according to the needs of the service.

#### PRACTICAL CHARACTER OF EXAMINATIONS.

The examining branch of the Commission has now had more than twenty years' experience in the preparation of tests of fitness for positions in the public service. In the beginning the tendency was to include in the examinations, especially the clerical ones, not only tests designed to bring out the qualifications of applicants, but some subjects of a purely academic character, which did not necessarily bear upon their fitness for the service. As a result of experience, however, the examinations for all classes of positions, especially the clerical ones, have been simplified from year to year, until now they are confined to subjects well adapted to determine the best qualified persons for the service. For technical and professional positions the elements of training and experience have been introduced, with excellent results, as their consideration in the examination tends to limit the competition to men who have not only the theoretical education but the practical experience required to discharge the duties of the position sought. While training and experience are given a weight in many technical examinations in which practical questions are also introduced, in other examinations for technical or professional positions of the highest class the examination is confined solely to the consideration of the technical training and experience of the competitors, together with their scientific publications and a thesis on some suitable subject.

Some attention has recently been given to the matter of time consumed by competitors, especially in the clerical examinations. Some competitors complete their examinations in much less time than others, and with an equal degree of accuracy. *Inquiries have been made in a number of cases concerning the comparative merits of*

clerks in the service, some of whom were slow and others rapid in their examinations, and it has been found, other things being equal, that those who were the earliest to complete their examinations are most efficient. In the recent examination held for clerk-examiner the element of time in rapid computations and copying was introduced as an optional subject, with excellent results. Many of the appointees attained high ratings for time in their examinations and have, as a rule, proved to be excellent clerks and examiners. It is believed that it would be a distinct gain to the service, where quantity as well as quality is important on account of the great amount of work to be done, to certify for appointment clerks who attain high ratings in speed as well as accuracy.

#### DIFFICULTY OF SECURING SUFFICIENT ELIGIBLES FROM SOME EXAMINATIONS.

Some difficulty has been experienced in securing sufficient eligibles from certain professional, technical, and scientific examinations to meet the needs of the service. This is especially true in regard to examinations for aid in the Coast and Geodetic Survey, civil engineer, draftsman, meat inspector, and stenographer and typewriter. The inadequate entrance salaries offered deter many competent persons from entering the examinations except for positions where ordinary clerical qualifications are required, as the prosperous conditions prevailing throughout the country enable technical and professional men to do better, as a rule, in outside employment than in the Government service. In the cases of stenographers and typewriters the salaries offered by the Departments are frequently so low as to induce many of the eligibles on the register to decline appointment. It appears that more than 40 per cent of the men and nearly 25 per cent of the women who were offered appointments as stenographers and typewriters during the year declined on account of the low salaries. The Commission has called the attention of the Departments to this difficulty, with the recommendation that the entrance salaries for competent stenographers and typewriters be increased, and the majority of the Departments have concurred in the views of the Commission. While a low entrance salary is proper for stenographers and typewriters of ordinary ability, it is believed that if an entrance salary of \$1,000 or \$1,200 per annum were provided for superior stenographers and typewriters there would be no difficulty in securing sufficient competent men to enter the examinations.

#### EXAMINATIONS FOR THE PHILIPPINES AND PORTO RICO.

While the number of applicants for the Philippine Service fell from 1,174 for the preceding fiscal year to 534 for the year covered by this report, much additional work for that service has been imposed upon the Commission in connection with special examinations. In fact, as practically all positions in the Philippines requiring no unusual qualifications are filled by appointments of natives, or American or other residents of the islands, all of the examinations held for that service by the Commission were of a special character, including tests for the following positions: Architectural draftsman, assistant, auditing clerk, bookbinder, bookkeeper, cabinet-maker, chemical mineralogic investigator, civil and electrical engineer, collector of forest botany, compositor, compositor and translator, custom-house service (second grade), electrotyper, expert in animal industry, forestry inspector, instrument maker, junior architectural draftsman, junior civil engineer, mechanical and steam engineer, pathologist and bacteriologist, photo-engraver, pressman, proof reader, provincial supervisor, scientific aid, stenographer and typewriter, and Spanish translator.

The unfavorable reports from the islands have had much to do with the decrease in the number of applicants, while the inadequate salaries offered by the Philippine



government for technical men along certain lines have also operated to prevent some of the best men from entering the examinations. The attention of the Bureau of Insular Affairs and the Philippine government was called to the insufficient entrance salaries offered for civil engineers, draftsmen, and stenographers and typewriters, which were but little in advance of those paid in the United States. The salaries were accordingly increased, and there is now less difficulty in filling vacancies in these positions. It is understood that the conditions of employment in the Philippines are gradually improving, and within the last five months 537 applicants have taken examinations for that service—more than for the preceding twelve months. The latest reports from the Philippines indicate that the American civilians are, as a rule in good health and employed under favorable conditions. When these facts become generally known, and it is understood that the Philippine Service offers a career for those with the necessary qualifications, it is believed that little difficulty will be experienced in getting suitable men to go to the islands. Those who enter that service are now, under the revised civil-service rules, eligible for transfer to the home service at the expiration of three years' service in the Philippines, while those who are transferred from the home service are eligible for retransfer at any time. It is an interesting fact, as showing a change of opinion concerning employment in the Philippines, that a number of Americans formerly in that service who returned to the United States with the intention of not going back to the islands are now seeking positions in the Philippines, while some of this class have already returned.

The number of Americans in that service now constitutes more than 50 per cent of the entire force, there being, as shown by the last report of the Philippine civil service board, 2,777 Americans and 2,697 Filipinos in public employment. As the Filipinos acquire a knowledge of English and become more familiar with American methods they are expected to take the places of Americans, so that eventually the calls for Americans from the States will be practically confined to men of professional, technical, or scientific qualifications, or of administrative experience in the home service. In time, therefore, it is fair to assume that in the Philippines a very small force of Americans will be able to conduct the business of the government with intelligent native help, as is the case in the British India service, where Englishmen constitute only 3 per cent of the entire force.

During the year several examinations were held in Porto Rico for the Federal service of the island and for employment in the United States. These examinations were given in English and Spanish. Seventy-three competitors, mostly Americans, took the tests in English, of whom 35 passed and 38 failed, while 81 were examined in Spanish, of whom 68 passed and 13 failed. It should be stated in this connection, as explaining the large proportion of failures in the English tests, that the Americans competed for the more important positions, such as clerk, inspector, etc., for which only few Porto Ricans were examined, whose applications were largely confined to minor clerkships and to trades positions. In those examinations given in both English and Spanish, however, in which Americans and Porto Ricans competed it appears that a larger proportion of Porto Ricans passed than of Americans, and the showing made by the natives of the island in those examinations is extremely creditable. It is understood that the Porto Ricans are applying themselves with a view to taking more of the examinations in English as soon as practicable.

#### ESTABLISHMENT OF CIVIL-SERVICE DISTRICTS.

The Commission has at this time over twelve hundred boards of examiners throughout the country, and conducts correspondence with each of these boards relative to civil-service matters. The need of consolidating the boards into districts, with a trained man in charge of the work of local boards within a district, has been felt for some time. In 1897 several of the boards in Massachusetts were consolidated into

the civil-service district of Boston. On November 24, 1902, some of the boards in the vicinity of San Francisco were consolidated into the civil-service district of San Francisco, and on July 6, 1903, a number of boards in the vicinity of Philadelphia were consolidated into the civil-service district of Philadelphia. There are believed to be distinct advantages in consolidating the boards within a certain radius into a civil service district. With an experienced man in charge of a district the Commission would be able to transact its business in connection with applications, examinations, and certifications for appointment within the district more quickly and satisfactorily than by requiring officials at a distance to communicate directly with this office. Instructions and information relative to civil-service matters could also be furnished by the officer in charge of a civil-service district to public officials, local examiners, and others within the districts much more promptly than by communication with Washington. It is also believed that investigations of alleged violations of the civil service law or rules in any particular district could be made by the civil service officer in charge of the district, except in cases where the inquiry might be of such a character as to require the presence of a representative direct from the Commission. Under the present practice the Commission is compelled to send a man from Washington, except in a few instances where it has trained local officials. It is believed that by the plan of consolidation the entire country could be divided into a limited number of civil-service districts, thus securing closer supervision and greater dispatch in the work and a more effective administration of the civil service law and rules.

#### ACCOMMODATIONS FOR EXAMINATIONS.

Special attention is invited to the lack of suitable accommodations for the examining work of the Commission in its present building. The building is five stories in height, in addition to a basement. The examining work—that is, the examination and approval or rejection of applications, the work of making arrangements for holding examinations, the preparation and rating of examination papers, and the correspondence in connection therewith—is distributed over five different floors, while some rooms in the Busch Building are used by the Commission, through the courtesy of the Postmaster-General, for the examination of large classes of competitors. The awkward physical arrangements in the present building, especially as relating to the examining branch, make it exceedingly difficult to perform the work in a satisfactory manner. The work is closely related, and if that of a similar character which is now done by employees in different parts of the building could be brought together under closer supervision it would be in the interest of efficiency and economy, as it would avoid delays in the transaction of business and would result in a saving of clerk hire which, it is believed, would more than offset any additional expense for the rent of a suitable building. It is therefore recommended that Congress be asked to provide an additional appropriation for rent, so that the Commission may secure better quarters in some other building, or to provide an appropriation for the erection of a suitable building for the use of the Commission.

#### PURCHASE OF BOOKS.

Congress at its last session provided an appropriation of \$250 for the purchase of suitable text-books and books of reference for the Commission. Nearly all this money has been expended in the purchase of books necessary in the preparation and rating of examination papers. The Commission asked Congress for an appropriation of \$1,000 for this purpose, but owing to the limited appropriation made it was necessary to omit many books which would be very useful in the examining work. It is hoped that the Commission may be successful in securing an additional appropri-

tion for books from the next session of Congress, as it is practically impossible to obtain from any of the official libraries of the city modern text-books or suitable books of reference for immediate use. It may be stated that the purchases of books have been confined strictly to those actually needed in the work of the office.

#### REORGANIZATION OF THE EXAMINING FORCE.

Congress at its last session provided the Commission with an additional force of 62 regular employees in lieu of 77 employees on detail. As a result of the act of Congress 6 of the more competent detailed employees under the Chief Examiner's supervision were transferred to the rolls of the Commission, and 24 persons were appointed from eligible registers of the Commission in lieu of other detailed employees. Most of the appointees were selected from the clerk-examiner examination, which was prepared and held for the purpose of securing clerks and examiners specially qualified for the work of the Commission. The majority of the new appointees have now been on duty over four months, and although they have as yet had but limited experience, it is proper to state that the work to which they are assigned is being performed with more accuracy and greater expedition than by the detailed clerks who were relieved from duty. The effect of the introduction of the new appointees into the office is particularly felt in connection with the preparation and rating of special and technical examinations, which work has heretofore fallen considerably in arrears on account of the lack of necessary qualifications on the part of detailed employees. This work is now being carried on in a much more satisfactory manner than was possible under the previous system, and the chiefs of divisions of the Commission are of opinion that the force of new appointees is on the whole distinctly superior to the detailed clerks.

#### SERVICES OF EMPLOYEES AND MEMBERS OF LOCAL BOARDS.

This report should not be concluded without some reference to the personnel. To secure the best results there must be not only individual effort but cordial, intelligent cooperation, which has been the case during the year with the force under the direction of the Chief Examiner. The pressure on the office has repeatedly required the presence of many of the employees outside of the regular office hours, and whenever called upon they have cheerfully given this extra time to the business of the Commission. Special mention should also be made of the civil-service work of the members, especially the secretaries, of local boards of examiners throughout the country. These examiners are employed in other branches of the service, and in addition to their regular duties are required to perform certain work for the Commission relating to examinations and appointments. They are entitled to commendation for the manner in which they have discharged their civil-service duties, and the Commission is indebted to many of them for their active interest in its work and for important suggestions made from time to time looking toward a more effective administration of the civil-service law and rules.

Very respectfully,

FRANK M. KIGGINS,  
*Chief Examiner.*

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## APPENDIX.

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## CIVIL-SERVICE ACT.

AN ACT to regulate and improve the civil service of the United States.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the President is authorized to appoint, by and with the advice and consent of the Senate, three persons, not more than two of whom shall be adherents of the same party, as Civil Service Commissioners, and said three Commissioners shall constitute the United States Civil Service Commission. Said Commissioners shall hold no other official place under the United States.

Appointment of  
Commissioners.

The President may remove any Commissioner; and any vacancy in the position of Commissioner shall be so filled by the President, by and with the advice and consent of the Senate, as to conform to said conditions for the first selection of Commissioners.

Removal of  
Commissioners.

The Commissioners shall each receive a salary of three thousand five hundred dollars a year. And each of said Commissioners shall be paid his necessary traveling expenses incurred in the discharge of his duty as a Commissioner.

Salaries and  
traveling ex-  
penses.

SEC. 2. That it shall be the duty of said Commissioners:

*First.* To aid the President, as he may request, in preparing suitable rules for carrying this act into effect, and when said rules shall have been promulgated it shall be the duty of all officers of the United States in the departments and offices to which any such rules may relate to aid, in all proper ways, in carrying said rules, and any modifications thereof, into effect.

Duties of Com-  
missioners.  
Rules.

*Second.* And, among other things, said rules shall provide and declare, as nearly as the conditions of good administration will warrant, as follows:

First, for open, competitive examinations for testing the fitness of applicants for the public service now classified or to be classified hereunder. Such examinations shall be practical in their character, and so far as may be shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed.

Competitive  
examinations.

Second, that all the offices, places, and employments so arranged or to be arranged in classes shall be filled by selections according to grade from among those graded highest as the results of such competitive examinations.

Vacancies, how  
filled.

Third, appointments to the public service aforesaid in the departments at Washington shall be apportioned among the several States and Territories and the District of Columbia upon the basis of population as ascertained at the last preceding census. Every application for an examination shall contain, among other things, a statement, under oath, setting forth his or her actual bona fide residence at the time of

Apportionment.

Applications  
for examination.

making the application, as well as how long he or she has been a resident of such place.

**Probation.**

Fourth, that there shall be a period of probation before any absolute appointment or employment aforesaid.

**Political contributions and service.**

Fifth, that no person in the public service is for that reason under any obligations to contribute to any political fund, or to render any political service, and that he will not be removed or otherwise prejudiced for refusing to do so.

**Coercion.**

Sixth, that no person in said service has any right to use his official authority or influence to coerce the political action of any person or body.

**Noncompetitive examinations.**

Seventh, there shall be noncompetitive examinations in all proper cases before the Commission, when competent persons do not compete, after notice has been given of the existence of the vacancy, under such rules as may be prescribed by the Commissioners as to the manner of giving notice.

**Notice of changes in service.**

Eighth, that notice shall be given in writing by the appointing power to said Commission of the persons selected for appointment or employment from among those who have been examined, of the place of residence of such persons, of the rejection of any such persons after probation, of transfers, resignations, and removals, and of the date thereof, and a record of the same shall be kept by said Commission.

**Exceptions to rules.**

And any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the Commission.

**Regulations for examinations.**

*Third.* Said Commission shall, subject to the rules that may be made by the President, make regulations for, and have control of, such examinations, and, through its members or the examiners, it shall supervise and preserve the records of the same; and said Commission shall keep minutes of its own proceedings.

**Minutes of proceedings.**

**Investigations.**

*Fourth.* Said Commission may make investigations concerning the facts, and may report upon all matters touching the enforcement and effects of said rules and regulations, and concerning the action of any examiner or board of examiners hereinafter provided for, and its own subordinates, and those in the public service, in respect to the execution of this act.

**Annual report.**

*Fifth.* Said Commission shall make an annual report to the President for transmission to Congress, showing its own action, the rules and regulations and the exceptions thereto in force, the practical effects thereof, and any suggestions it may approve for the more effectual accomplishment of the purposes of this act.

**Chief examiner.**

SEC. 3. That said Commission is authorized to employ a chief examiner, a part of whose duty it shall be, under its direction, to act with the examining boards, so far as practicable, whether at Washington or elsewhere, and to secure accuracy, uniformity, and justice in all their proceedings, which shall be at all times open to him. The chief examiner shall be entitled to receive a salary at the rate of three thousand dollars a year, and he shall be paid his necessary traveling expenses incurred in the discharge of his duty. The Commission shall have a secretary, to be appointed by the President, who shall receive a salary of one thousand six hundred dollars per annum. It may, when

**Stenographer and messenger.**

necessary, employ a stenographer and a messenger, who shall be paid, when employed, the former at the rate of one thousand six hundred

dollars a year, and the latter at the rate of six hundred dollars a year. The Commission shall, at Washington, and in one or more places in each State and Territory where examinations are to take place, designate and select a suitable number of persons, not less than three, in the official service of the United States, residing in said State or Territory, after consulting the head of the department or office in which such persons serve, to be members of boards of examiners, and may at any time substitute any other person in said service living in such State or Territory in the place of anyone so selected. Such boards of examiners shall be so located as to make it reasonably convenient and inexpensive for applicants to attend before them; and where there are persons to be examined in any State or Territory, examinations shall be held therein at least twice in each year. It shall be the duty of the collector, postmaster, and other officers of the United States, at any place outside of the District of Columbia where examinations are directed by the President or by said board to be held, to allow the reasonable use of the public buildings for holding such examinations, and in all proper ways to facilitate the same.

Boards of examiners.

Duties of public officers.

SEC. 4. That it shall be the duty of the Secretary of the Interior to cause suitable and convenient rooms and accommodations to be assigned or provided, and to be furnished, heated, and lighted, at the city of Washington, for carrying on the work of said Commission and said examinations, and to cause the necessary stationery and other articles to be supplied and the necessary printing to be done for said Commission.

Accommodations, etc., for Commission.

SEC. 5. That any said Commissioner, examiner, copyist, or messenger, or any person in the public service, who shall willfully and corruptly, by himself or in cooperation with one or more other persons, defeat, deceive, or obstruct any person in respect of his or her right of examination according to any such rules or regulations, or who shall willfully, corruptly, and falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined hereunder, or aid in so doing, or who shall willfully and corruptly make any false representations concerning the same or concerning the person examined, or who shall willfully and corruptly furnish to any person any special or secret information for the purpose of either improving or injuring the prospects or chances of any person so examined, or to be examined, being appointed, employed, or promoted, shall, for each such offense be deemed guilty of a misdemeanor, and upon conviction thereof, shall be punished by a fine of not less than one hundred dollars, nor more than one thousand dollars, or by imprisonment not less than ten days, nor more than one year, or by both such fine and imprisonment.

Frauds.

SEC. 6. That within sixty days after the passage of this act it shall be the duty of the Secretary of the Treasury, in as near conformity as may be to the classification of certain clerks now existing under the one hundred and sixty-third section of the Revised Statutes, to arrange in classes the several clerks and persons employed by the collector, naval officer, surveyor, and appraisers, or either of them, or being in the public service, at their respective offices in each customs district where the whole number of said clerks and persons shall be altogether as many as fifty. And thereafter, from time to time, on the direction of the President, said Secretary shall make the like classification or arrangement of clerks and persons so employed in

Customs classification.



connection with any said office or offices, in any other customs district. And, upon like request, and for the purposes of this act, said Secretary shall arrange in one or more of said classes, or of existing classes, any other clerks, agents, or persons employed under his department in any said district not now classified; and every such arrangement and classification upon being made shall be reported to the President.

**Post-office classification.**

*Second.* Within said sixty days it shall be the duty of the Postmaster-General, in general conformity to said one hundred and sixty-third section, to separately arrange in classes the several clerks and persons employed, or in the public service, at each post-office, or under any postmaster of the United States, where the whole number of said clerks and persons shall together amount to as many as fifty. And thereafter, from time to time, on the direction of the President, it shall be the duty of the Postmaster-General to arrange in like classes the clerks and persons so employed in the postal service in connection with any other post-office; and every such arrangement and classification upon being made shall be reported to the President.

**Revision of classifications.**

*Third.* That from time to time said Secretary, the Postmaster-General, and each of the heads of departments mentioned in the one hundred and fifty-eighth section of the Revised Statutes, and each head of an office shall, on the direction of the President, and for facilitating the execution of this act, respectively revise any then existing classification or arrangement of those in their respective departments and offices, and shall, for the purposes of the examination herein provided for, include in one or more of such classes, so far as practicable, subordinate places, clerks, and officers in the public service pertaining to their respective departments not before classified for examination.

**Examination required for appointment and promotion.**

SEC. 7. That after the expiration of six months from the passage of this act no officer or clerk shall be appointed, and no person shall be employed to enter or be promoted in either of the said classes now existing, or that may be arranged hereunder pursuant to said rules, until he has passed an examination, or is shown to be specially exempted from such examination in conformity herewith. But nothing

**Preference to war veterans under sec. 1754, R. S.**

herein contained shall be construed to take from those honorably discharged from the military or naval service any preference conferred by the seventeen hundred and fifty-fourth section of the Revised Statutes, nor to take from the President any authority not inconsistent with this act conferred by the seventeen hundred and fifty-third section of said statutes; nor shall any officer not in the executive branch of the Government, or any person merely employed as a laborer or workman, be required to be classified hereunder; nor, unless by direction of the Senate, shall any person who has been nominated for confirmation by the Senate be required to be classified or to pass an examination.

**Exclusions.**

**Intoxicating beverages.**

SEC. 8. That no person habitually using intoxicating beverages to excess shall be appointed to, or retained in, any office, appointment, or employment to which the provisions of this act are applicable.

**Members of a family.**

SEC. 9. That whenever there are already two or more members of a family in the public service in the grades covered by this act, no other member of such family shall be eligible to appointment to any of said grades.

**Recommendation by Members of Congress.**

SEC. 10. That no recommendation of any person who shall apply for office or place under the provisions of this act which may be given

by any Senator or Member of the House of Representatives, except as to the character or residence of the applicant, shall be received or considered by any person concerned in making any examination or appointment under this act.

SEC. 11. That no Senator, or Representative, or Territorial Delegate of the Congress, or Senator, Representative, or Delegate-elect, or any officer or employee of either of said Houses, and no executive, judicial, military, or naval officer of the United States, and no clerk or employee of any department, branch, or bureau of the executive, judicial, or military or naval service of the United States, shall, directly or indirectly, solicit or receive, or be in any manner concerned in soliciting or receiving, any assessment, subscription, or contribution, for any political purpose whatever, from any officer, clerk, or employee of the United States, or any department, branch, or bureau thereof, or from any person receiving any salary or compensation from moneys derived from the Treasury of the United States.

Political assessments and contributions.

SEC. 12. That no person shall, in any room or building occupied in the discharge of official duties by any officer or employee of the United States mentioned in this act, or in any navy-yard, fort, or arsenal, solicit in any manner whatever, or receive, any contribution of money or any other thing of value for any political purpose whatever.

SEC. 13. No officer or employee of the United States mentioned in this act shall discharge, or promote, or degrade, or in any manner change the official rank or compensation of any other officer or employee, or promise or threaten so to do, for giving or withholding or neglecting to make any contribution of money or other valuable thing for any political purpose.

Change of rank or compensation.

SEC. 14. That no officer, clerk, or other person in the service of the United States shall, directly or indirectly give or hand over to any other officer, clerk, or person in the service of the United States, or to any Senator or Member of the House of Representatives, or Territorial Delegate, any money or other valuable thing on account of or to be applied to the promotion of any political object whatever.

SEC. 15. That any person who shall be guilty of violating any provision of the four foregoing sections shall be deemed guilty of a misdemeanor, and shall, on conviction thereof, be punished by a fine not exceeding five thousand dollars, or by imprisonment for a term not exceeding three years, or by such fine and imprisonment both, in the discretion of the court.

Penalty.

Approved, January 16, 1883.

## REVISED STATUTES AND STATUTES AT LARGE AFFECTING THE CLASSIFIED CIVIL SERVICE.

SEC. 1753, R. S. The President is authorized to prescribe such regulations for the admission of persons into the civil service of the United States as may best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and ability for the branch of service into which he seeks to enter; and for this purpose he may employ suitable persons to conduct such inquiries, and may prescribe their duties, and establish regulations for the conduct of persons who may receive appointments in the civil service.

President's authority to prescribe regulations concerning appointment.

**War veteran preference in appointments to civil offices.** SEC. 1754, R. S. Persons honorably discharged from the military or naval service by reason of disability resulting from wounds or sickness incurred in the line of duty shall be preferred for appointments to civil offices, provided they are found to possess the business capacity necessary for the proper discharge of the duties of such offices.

**Preference in reduction of force.** Act of Aug. 15, 1876, sec. 3. \* \* \* *Provided*, That in making any reduction of force in any of the Executive Departments, the head of such department shall retain those persons who may be equally qualified who have been honorably discharged from the military or naval service of the United States, and the widows and orphans of deceased soldiers and sailors. (19 Stat. L., 169.)

**Employment of labor in navy-yards.** SEC. 1544, R. S. Laborers shall be employed in the several navy-yards by the proper officers in charge with reference to skill and efficiency, and without regard to other considerations.

**Political contributions and discrimination.** SEC. 1546, R. S. No officer or employee of the Government shall require or request any workingman in any navy-yard to contribute or pay any money for political purposes, nor shall any workingman be removed or discharged for political opinion; and any officer or employee of the Government who shall offend against the provisions of this section shall be dismissed from the service of the United States.

**Penalty.** Act of Aug. 15, 1876, sec. 6. That all executive officers or employees of the United States not appointed by the President, with the advice and consent of the Senate, are prohibited from requesting, giving to, or receiving from any other officer or employee of the Government any money or property or other thing of value for political purposes; and any such officer or employee who shall offend against the provisions of this section shall be at once discharged from the service of the United States; and he shall also be deemed guilty of a misdemeanor, and on conviction thereof shall be fined in a sum not exceeding five hundred dollars. (19 Stat. L., 169.)

**Soliciting contributions or receiving gifts.** SEC. 1784, R. S. No officer, clerk, or employee in the United States Government employ shall at any time solicit contributions from other officers, clerks, or employees in the Government service for a gift or present to those in a superior official position; nor shall any such officials or clerical superiors receive any gift or present offered or presented to them as a contribution from persons in Government employ receiving a less salary than themselves; nor shall any officer or clerk make any donation as a gift or present to any official superior. Every person who violates this section shall be summarily discharged from the Government employ.

**Bribery.** SEC. 1781, R. S. Every member of Congress or any officer or agent of the Government who, directly or indirectly, takes, receives, or agrees to receive, any money, property or other valuable consideration whatever from any person for procuring or aiding to procure, any contract, office, or place from the Government, or any Department thereof, or from any officer of the United States, for any person whatever, or for giving any such contract, office, or place to any person whomsoever, and every person who, directly or indirectly, offers or agrees to give, or gives, or bestows any money, property, or other valuable consideration whatever, for the procuring, or aiding to procure, any such contract, office, or place; and every member of Congress who, directly or indirectly, takes, receives, or agrees to receive any

money, property, or other valuable consideration whatever, after his election as such member, for his attention to, services, action, vote, or decision on any question, matter, cause, or proceeding which may then be pending, or may by law or under the Constitution be brought before him in his official capacity, or in his place as such member of Congress, shall be deemed guilty of a misdemeanor, and shall be imprisoned not more than two years and fined not more than ten thousand dollars. And any such contract or agreement may, at the option of the President, be declared absolutely null and void; and any member of Congress or officer convicted of a violation of this section shall, moreover, be disqualified from holding any office of honor, profit, or trust under the Government of the United States.

Penalty.

SEC. 5418, R. S. Every person who falsely makes, alters, forges, or counterfeits any bid, proposal, guarantee, official bond, public record, affidavit, or other writing, for the purpose of defrauding the United States, or utters or publishes as true any such false, forged, altered, or counterfeited bid, proposal, guarantee, official bond, public record, affidavit, or other writing, for such purpose, knowing the same to be false, forged, altered, or counterfeited, or transmits to or presents at the office of any officer of the United States any such false, forged, altered, or counterfeited bid, proposal, guarantee, official bond, public record, affidavit, or other writing, knowing the same to be false, forged, altered, or counterfeited, for such purpose, shall be imprisoned at hard labor for a period not more than ten years, or be fined not more than one thousand dollars, or be punished by both such fine and imprisonment. [See sec. 5479.]

Forging, etc.,  
bid, public rec-  
ord, etc.

SEC. 5479, R. S. If any person shall falsely make, alter, forge, or counterfeit, or cause or procure to be falsely made, altered, forged, or counterfeited, or willingly aid or assist in the false making, altering, forging, or counterfeiting, any bond, bid, proposal, guarantee, security, official bond, public record, affidavit, or other writing, for the purpose of defrauding the United States; or shall utter or publish as true, or cause to be uttered or published as true, any such false, forged, altered, or counterfeited bond, bid, proposal, guarantee, security, official bond, public record, affidavit, or other writing, for the purpose of defrauding the United States, knowing the same to be false, forged, altered, or counterfeited; or shall transmit to, or present at, or cause (to) (or) procure to be transmitted to, or presented at, the office of any officer of the United States, any such false, forged, altered, or counterfeited bond, bid, proposal, guarantee, security, official bond, public record, affidavit, or other writing, knowing the same to be false, forged, altered, or counterfeited, for the purpose of defrauding the United States, shall be punishable by a fine of not more than one thousand dollars, or by imprisonment at hard labor for not more than ten years, or by both such punishments. [See sec. 5418.]

Counterfeiting  
bid, bond, etc.

Act of May 17, 1879, amending sec. 5440, R. S. If two or more persons conspire either to commit any offense against the United States, or to defraud the United States in any manner or for any purpose, and one or more of such parties do any act to effect the object of the conspiracy, all the parties to such conspiracy shall be liable to a penalty of not more than ten thousand dollars, or to imprisonment not more than two years, or to both fine and imprisonment, in the discretion of the court. (21 Stat. L., 4; Sup. R. S., vol. 1, 2d ed., p. 264.)

All parties to  
a conspiracy  
equally guilty.

Legal resi-  
dence—certifi-  
cate of proper  
officer.

Act of July 11, 1890. \* \* \* That hereafter every application for examination before the Civil Service Commission for appointment in the departmental service in the District of Columbia shall be accompanied by a certificate of an officer, with his official seal attached, of the county and State of which the applicant claims to be a citizen, that such applicant was, at the time of making such application, an actual and bona fide resident of said county, and had been such resident for a period of not less than six months next preceding;

But this provision shall not apply to persons who may be in the service and seek promotion or appointment in other branches of the Government. \* \* \* (26 Stat L., 235; Sup. R. S., vol. 1, 2d ed., p. 772, par. 1.)

NOTE.—The Attorney-General decided on August 2, 1900 (XIX Op., 624), that the words "service" and "departmental service in the District of Columbia" as used in this statute mean the same. Appointments in the departmental service in the District of Columbia being, under the civil-service act, subject to the apportionment, the effect of the Attorney-General's decision is that persons in the apportioned service only are excepted from the requirements of the act.

No employment  
permitted except  
upon specific ap-  
propriation.

Act of Aug. 5, 1882, sec. 4. That no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall \* \* \* be employed in any of the Executive Departments or subordinate bureaus or offices thereof at the seat of government, except only at such rates and in such numbers, respectively, as may be specifically appropriated for by Congress for such clerical and other personal services for each fiscal year; and no civil officer, clerk, draughtsman, copyist, messenger, assistant messenger, mechanic, watchman, laborer, or other employee shall hereafter be employed at the seat of government in any Executive Department or subordinate bureau or office thereof or be paid from any appropriation made for contingent expenses, or for any specific or general purpose, unless such employment is authorized and payment therefor specifically provided in the law granting the appropriation, and then only for services actually rendered in connection with

Details from  
outside for duty  
within District  
of Columbia.

and for the purposes of the appropriation from which payment is made, and at the rate of compensation usual and proper for such services; \* \* \* all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia for duty within the District of Columbia, except temporary details for

Lapsed sala-  
ries.

duty connected with their respective offices, be, and are hereby, prohibited; and thereafter all moneys accruing from lapsed salaries, or from unused appropriations for salaries, shall be covered into the Treasury. (22 Stat. L., 255; Sup. R. S., vol. 1, 2d ed., p. 374, sec. 4.)

Prohibition of  
voluntary service  
except in emer-  
gencies.

Act of May 1, 1884. \* \* \* Hereafter no Department or officer of the United States shall accept voluntary service for the Government or employ personal service in excess of that authorized by law except in cases of sudden emergency involving the loss of human life or the destruction of property. (23 Stat. L., 17; Sup. R. S., vol. 1, 2d ed., p. 427.)

Hours of labor  
in the Executive  
Departments.

Act of Mar. 15, 1898, sec. 7. Hereafter it shall be the duty of the heads of the several Executive Departments, in the interest of the public service, to require of all clerks and other employees, of whatever grade or class, in their respective Departments, not less than seven hours of labor each day, except Sundays and days declared public holidays by law or Executive order: *Provided*, That the heads of the Departments may, by special order, stating the reason, further

extend the hours of any clerk or employee in their Departments, respectively; but in case of an extension it shall be without additional compensation: *Provided further*, That the head of any Department may grant thirty days' annual leave with pay in any one year to each clerk or employee: *And provided further*, That where some member of the immediate family of a clerk or employee is afflicted with a contagious disease and requires the care and attendance of such employee, or where his or her presence in the Department would jeopardize the health of fellow-clerks, and in exceptional and meritorious cases, where a clerk or employee is personally ill, and where to limit the annual leave to thirty days in any one calendar year would work peculiar hardship, it may be extended, in the discretion of the head of the Department, with pay, not exceeding thirty days in any one case or in any one calendar year.

Leaves of absence.

This section shall not be construed to mean that so long as a clerk or employee is borne upon the rolls of the Department in excess of the time herein provided for or granted that he or she shall be entitled to pay during the period of such excessive absence, but that the pay shall stop upon the expiration of the granted leave. (30 Stat. L., 316; Sup. R. S., vol. 2 [No. 8], pp. 736, 737, sec. 7.)

Act of July 7, 1898. \* \* \* Nothing contained in section seven of the act making appropriations for legislative, executive, and judicial expenses of the Government for the fiscal year eighteen hundred and ninety-nine, approved March fifteenth, eighteen hundred and ninety-eight, shall be construed to prevent the head of any Executive Department from granting thirty days' annual leave with pay in any one year to a clerk or employee, notwithstanding such clerk or employee may have had during such year not exceeding thirty days' leave with pay on account of sickness as provided in said section seven. (30 Stat. L., 653; Sup. R. S., vol. 2 [No. 8], p. 882, par. 1.)

Act of Feb. 24, 1899, sec. 4. \* \* \* *Provided*, That the thirty days' annual leave of absence with pay in any one year to clerks and employees in the several Executive Departments authorized by existing law shall be exclusive of Sundays and legal holidays. (30 Stat. L., 890; Sup. R. S., vol. 2 [No. 8], pp. 946, 947, sec. 4.)

Act of May 25, 1900. \* \* \* The employees of the Bureau of Animal Industry outside of the city of Washington may hereafter, in the discretion of the Secretary of Agriculture, be granted leaves of absence not to exceed fifteen days in any one year. (31 Stat. L., p. 202.)

Act of Mar. 2, 1901. Weather Bureau Service. \* \* \* Thirty local forecast officials, section directors, observers, operators, repair men, messengers, boy messengers, laborers, and other necessary employees, outside of the city of Washington, \* \* \* without additional expense to the Government, may hereafter, in the discretion of the Secretary of Agriculture, be granted such leaves of absence as are now authorized to employees in the office of the Chief of the Weather Bureau, not to exceed thirty days in any one year. \* \* \* (31 Stat. L., p. 924.)

Act of Feb. 1, 1901. \* \* \* Each and every employee of the navy-yards, gun factories, naval stations, and arsenals of the United States Government be, and is hereby, granted fifteen working days' leave of absence each year without forfeiture of pay during such leave: *Provided*, That it shall be lawful to allow pro rata leave only to those

serving twelve consecutive months or more: *And provided further*, That in all cases the heads of divisions shall have discretion as to the time when the leave can best be allowed without detriment to the service, and that absence on account of sickness shall be deducted from the leave hereby granted. (31 Stat. L., p. 746.)

**Annual reports to Congress.**

Act of July 11, 1890, sec. 2. \* \* \* That hereafter it shall be the duty of the heads of the several Executive Departments of the Government to report to Congress each year in the annual estimates the number of employees in each bureau and office and the salaries of each who are below a fair standard of efficiency. (26 Stat. L., 268; Sup. R. S., vol. 1, 2d ed., p. 773, sec. 2.)

**Monthly reports to heads of Departments.**

Act of Mar. 15, 1898, sec. 7. \* \* \* Hereafter it shall be the duty of the head of each Executive Department to require monthly reports to be made to him as to the condition of the public business in the several bureaus or offices of his Department at Washington; and in each case where such reports disclose that the public business is in arrears, the head of the Department in which such arrears exist shall require, as provided herein, an extension of the hours of service to such clerks or employees as may be necessary to bring up such arrears of public business.

**Quarterly reports to the President.**

Hereafter it shall be the duty of the head of each Executive Department, or other Government establishment at the seat of government, not under an Executive Department, to make at the expiration of each quarter of the fiscal year a written report to the President as to the condition of the public business in his Executive Department or Government establishment, and whether any branch thereof is in arrears. (30 Stat. L., 317; Sup. R. S., vol. 2 [No. 8], p. 737, sec. 7.)

**Holding of two offices forbidden where salary of either is \$2,500.**

Act of July 31, 1894, sec. 2. \* \* \* No person who holds an office the salary or annual compensation attached to which amounts to the sum of two thousand five hundred dollars shall be appointed to or hold any other office to which compensation is attached unless specially heretofore or hereafter specially authorized thereto by law; but this shall not apply to retired officers of the Army or Navy whenever they may be elected to public office or whenever the President shall appoint them to office by and with the advice and consent of the Senate. (28 Stat. L., 205; Sup. R. S., vol. 2 [No. 4], p. 212, sec. 2.)

## CIVIL-SERVICE RULES PROMULGATED BY THE PRESIDENT, WITH NOTES BY THE COMMISSION.<sup>a</sup>

**Act, sec. 2, par. 1. Promulgating order.**

In the exercise of power conferred by the Constitution, by section 1753, R. S., and by the civil-service act of January 16, 1883, the President promulgates the following rules in lieu of those promulgated May 6, 1896, and the amendments thereof:

<sup>a</sup>Effective April 15, 1903. A compilation of the civil-service rules, special orders, and classifications, from May 7, 1883 (the date of the first rules under the civil-service act of 1883), to August 16, 1902, will be found at page 161 of the Eighteenth Report of the Commission. This compilation is continued in this report beginning at page 194. The notes on the rules are revised to February 1, 1904.

RULE I.—POLITICS AND RELIGION.

1. No person in the executive civil service shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof.

No interference  
with elections.  
Act, sec. 2,  
par. 6.

*In consideration of fixity of tenure and of appointment in no way due to political considerations, the man in the classified service, while retaining his right to vote as he pleases and to express privately his opinions on all political subjects, "should not take any active part in political management or in political campaigns, for precisely the same reasons that a judge, an army officer, a regular soldier, or a policeman is debarred from taking such active part." This of course applies even more strongly to any conduct on the part of such employee so prejudicial to good discipline as is implied in a public attack on his or her superior officers or other conduct liable to cause scandal. \* \* \* Officeholders must not use their offices to control political movements, must not neglect their public duties, must not cause public scandal by their activity. \* \* \** (Letter of President, June 13, 1902. See page 125 of this report.)

The Postmaster-General, on October 1, 1902, issued the following instructions to the officers and employees of the Post-Office Department:

As to political activity, a sharp line is drawn between those in the classified and those in the unclassified service. Postmasters or others holding unclassified positions are merely prohibited from using their offices to control political movements, from neglecting their duties, and from causing public scandal by political activity.

A person in the classified service has an entire right to vote as he pleases, and to express privately his opinions on all political subjects, but he should take no active part in political management or in political campaigns.

The Attorney-General, in a letter dated September 18, 1902, addressed to all officers and employees of the Department of Justice, said:

The spirit of the civil-service law and rules renders it highly undesirable for Federal officers and employees to take an active part in political conventions or in the direction of other parts of political machinery. Persons in the Government service under this Department should not act as chairmen of political organizations, nor make themselves unduly prominent in local political matters. It is expected and required that all officers and employees of this Department shall act in entire conformity with the views herein set forth.

The Commission believes that the best interests of the service will be promoted by the nonparticipation of all members of its boards of examiners in political conventions or in the work of political committees. While attendance at a political convention as a delegate, or membership upon a political committee, is not, in itself, a violation of the rules, partisan activity, if sufficient to impair usefulness as a representative of the Commission, is sufficient cause for removal from membership on any of its boards of examiners.

The influence of Federal officeholders should not be felt in the manipulation of political primary meetings and nominating conventions. The use by these officials of their positions to compass their selection as delegates to political conventions is indecent and unfair; and proper regard for the proprieties and requirements of official place will also prevent their assuming the active conduct of political campaigns. Individual interest and activity in political affairs are by no means condemned. Officeholders are neither disfranchised nor forbidden the exercise of political privileges; but their privileges are not enlarged nor is their duty to party increased to pernicious activity by officeholding. (Extract from Executive instructions, July 14, 1886.)



A person who knowingly assists in exacting political contributions from his fellow-employees should be removed from office, even though he had no other part in such contribution than collecting notes given, and is not liable to criminal prosecution therefor.

Soliciting political contributions by means of a letter sent to a Government employee in a Government building is in the opinion of the Commission a solicitation in that building within the meaning of section 11 of the act.

It is a violation of section 11 of the act for a Federal official to permit his name to appear on circulars addressed to other such officials requesting political contributions. (Opinion of Attorney-General, October 17, 1902; XXIV Op., p. 133.)

The conduct of an officeholder not falling within the prohibitions of the act and rules is a matter for the consideration of the appointing power, in which the Commission can not interfere.

No disclosures of, or discrimination on account of, political or religious opinions.

Act, sec. 2, cl. 2, pars. 5 and 6.

2. No question in any form of application or in any examination shall be so framed as to elicit information concerning the political or religious opinions or affiliations of any applicant, nor shall any inquiry be made concerning such opinions or affiliations, and all disclosures thereof shall be discountenanced. No discrimination shall be exercised, threatened, or promised by any person in the executive civil service against or in favor of an applicant, eligible, or employee in the classified service because of his political or religious opinions or affiliations.

An appointing officer who appoints or refuses to appoint an applicant because the applicant does or does not entertain certain political opinions, or who removes or reduces an employee because that employee refuses to render political service, to be coerced in political action, or to contribute money for political purposes, violates the law.

The removal of a large number of employees of the same political faith from an office will be presumed to have been made for political reasons, and the burden is upon the officer making the removals to show that just cause existed for making each such removal.

Recommendations that can not be considered.

3. No recommendation of an applicant, eligible, or employee in the competitive service involving a disclosure of his political or religious opinions or affiliations shall be considered or filed by the Commission or by any officer concerned in making appointments or promotions.

It is the duty of officers concerned in making appointments or promotions to refuse to receive or consider letters disclosing the politics or religion of an applicant, eligible, or employee, and to explain to the writers that communications based upon such grounds will not receive attention or be filed.

The Commission will not receive or file any recommendations respecting an applicant or eligible other than those provided for in the application blanks.

#### RULE II.—CLASSIFICATION OF THE SERVICE.

Extent of classification.

Act, secs. 6 and 7.

1. The classified service shall include all officers and employees in the executive civil service of the United States, heretofore or hereafter appointed or employed, in positions now existing or hereafter to be created, of whatever function or designation, whether compensated by a fixed salary or otherwise, except persons employed merely as laborers, and persons whose appointments are subject to confirmation by the Senate; but no right of classification shall accrue to persons whose appointment or assignment to classified duties is in violation of the civil-service rules.

Under the terms of the classification orders, all employees who are not appointed by and with the advice and consent of

the Senate, or are not employed merely as laborers or workmen, are classified and subject to the rules, and if not specifically excepted under Schedule A, are subject to competitive examination. This is true whether they are employed at an annual salary fixed by law, or at a compensation fixed by the head of the Department and paid out of a lump appropriation, or whether the employment is permanent or temporary.

A laborer assigned to classified duty on May 6, 1896, became, by Executive order, classified as a laborer, and not as a clerk, and can reach the grade of clerk only as provided by the promotion regulations.

All persons in classified post-offices who are engaged in handling mail, except in bulk, are classified employees and can be appointed only in accordance with the rules. In Schedule A of excepted positions may be found those classified positions which may be filled without examination or upon noncompetitive examination.

2. No person shall be appointed, employed, promoted, or transferred in the classified service, or perform the duties of any position therein, until he passes an examination in conformity with these rules, unless specially exempted thereunder. Examination required.  
Act, sec. 7.

Voluntary service without compensation for the purpose of obtaining the necessary knowledge or skill to pass an examination is unlawful. (See act of May 1, 1884, 23 Stat. L., 17, sec. 1.)

3. Appointments to the excepted positions named in Schedule A of these rules may be made without examination or upon noncompetitive examination; but the proper appointing officer may fill an excepted position as competitive positions are filled, in which case the person appointed will receive all the rights of a competitive employee. Appointments without examination.  
Act, sec. 2,  
par. 2.

A person appointed to an excepted place must perform the legitimate duties of that and of no other place, unless the duties of the other place are performed in addition to and not in lieu of the duties of the excepted place.

All excepted positions are within the classified service, and no removal may be made therefrom for political reasons.

The provision that "An appointing officer may fill an excepted position as competitive positions are filled, in which case the person appointed will receive all the rights of a competitive employee," does not give a person so appointed the right to be served with charges prior to removal, as provided by section 2 of Rule XII, as that is not one of the rights of a competitive employee as such, but attaches to him only when occupying a competitive position, and merely by virtue of the latter fact.

4. A person appointed without competitive examination under section 3 of this rule shall not be assigned to the work of a competitive position without the approval of the Commission. Assignment of excepted employees.

5. Laborers who, in connection with their usual duties, are to perform work of the grade performed by classified employees, shall be appointed upon certification by the Commission from appropriate registers of eligibles in the manner provided by these rules; and a person employed merely as a laborer or workman without examination under these rules shall not be assigned to work of the grade performed by classified employees. Assignment of laborers.

When the *principal* duties pertaining to a position are of the sort performed by employees who, by reason of such duties, are *classified in any part of the service*, the position by virtue of that fact alone should be treated as classified.

Status of employees in positions becoming classified.

6. A person holding a position when it becomes classified and subject to competitive examination shall have all the rights which he would acquire if appointed thereto upon examination under these rules, except that he shall not be transferred without first passing the examination provided by the Commission; and no person who has been appointed in any post-office within three months prior to the classification thereof shall be transferred to a position of carrier within six months after such classification.

The provision of this section requiring examination before the transfer of a person who entered the service by classification will be construed as not applying to those transfer cases where the certificate of the Commission is not required, nor to retransfers under section 3 of Rule X.

New free-delivery offices.

7. On the date of establishment of the free-delivery system in any post-office, these rules shall apply to its officers and employees in the same manner as they apply to those in existing free-delivery offices, and the Postmaster-General shall promptly notify the Commission of all orders for such establishment.

Consolidation of post-offices.

8. Whenever a post-office is consolidated with one which has city free delivery, any regularly appointed officer or employee of the office discontinued, if he has actually served continuously therein during the sixty days next preceding such consolidation, or if he was appointed through competitive examination, may become a classified employee of the other office.

Indian agent, classification of.

9. Whenever the separate office of Indian agent shall be discontinued in any agency, and his duties devolved upon the superintendent of the training school, the agent may be made a classified employee at such school or agency upon such test of fitness as may be determined upon by the Secretary of the Interior and the Commission.

## RULE II.—EXAMINATIONS.

Competitive examinations, times and places of.  
Act, sec. 2, cl. 2, par. 1.  
Act, sec. 3.

1. The Commission shall prepare and hold open competitive examinations for admission to the classified service, which examinations shall be of a practical and suitable character, and shall be held at such times and places as may most nearly meet the convenience of applicants and the needs of the service.

Examination papers are regarded as confidential and are not to be inspected by any person other than the competitor himself, who may see them in the presence of a representative of the Commission, except as follows: By an appointing officer when transmitted in response to a request for certification; by a representative of the competitor who has authority in writing, approved by the Commission; and by persons duly authorized by the court when they are furnished upon court process.

Special examinations will be held only when eligibles possessing the necessary qualifications can not be supplied from existing registers, or secured from general examinations.

Dismissal for poor work in one position is not a bar to examination for, or reinstatement in, another position requiring a different kind of work.

Noncompetitive examinations.

2. Where, in its opinion, the conditions of good administration warrant, the Commission may give noncompetitive examinations to test fitness for (a) transfer, reinstatement, or promotion; (b) appointment of Indians in the Indian service at large as superintendents, teachers, manual-training teachers, kindergartners, physicians, matrons, clerks, seamstresses, farmers, and industrial teachers, which examinations

shall consist of the same tests of fitness as those applied to other persons seeking appointment through competitive examinations; (c) the appointment of the wife of the superintendent of an Indian school as teacher or matron therein; (d) employment as inspector of safety appliances by the Interstate Commerce Commission.

3. All persons at navy-yards, naval stations, and at private ship-building and manufacturing establishments where work is done by contract for the Navy Department, employed as special mechanics and civilian assistant inspectors of work and material, and all persons employed under the Navy Department as draftsmen, will be subject to the regulations of the Navy Department governing the employment of labor at navy-yards. Appointments to these positions shall be made on tests of fitness prescribed in paragraphs 74 to 83, inclusive, of Navy-Yard Order No. 23, revised.

Special mechanics, draftsmen, etc., under Navy Department.

#### RULE IV.—BOARDS OF EXAMINERS.

1. The Commission shall designate from among persons in the Federal service, after consulting the head of the Department or Office in which such persons serve, such boards of examiners as it may deem necessary. Their members shall perform such duties as the Commission may direct, in connection with the execution of the civil-service act and of these rules, and in the performance thereof they shall be under the direct and sole control of the Commission. Such duties shall be considered part of the duties of the office in which they are serving, and time shall be allowed therefor during office hours. No board shall be composed solely of adherents of one political party when other persons are available and competent to serve.

Appointment and duties. Act, sec. 3.

A letter carrier who is an examiner is entitled to full pay for each day engaged in conducting examinations, and orders defining his duties as carrier do not affect him while so employed. The eight-hour law must be complied with. (Opinion of Assistant Attorney-General for Post-Office Department, July 23, 1892.)

The Commission will not consider the political predilections of its examiners except so far as is necessary to give public assurance of their nonpartisan action. A member of a political committee or an association whose purpose is to promote the interests of a political party will not be eligible to membership on any board of examiners, and participation in political conventions by examiners will be a cause for their retirement as such.

The assistant head of an office will not be designated to serve as member of the board if another qualified employee can be secured.

It is imperative that the intercourse between the Commission and boards of examiners be direct. The head of the office deals with the board of examiners as the agent of the Commission, and not as subordinate to him. In the discharge of their duties as employees of the office, the members of the board are wholly under the jurisdiction of its head. In the discharge of their duties as examiners they are wholly under the jurisdiction of the Commission.

The records of a board of examiners are not to be subject to inspection by any person except upon the written orders of the Commission.

2. The Commission shall render all practicable assistance to the Philippine civil-service board, and shall conduct examinations, upon its request, under such regulations as may be jointly agreed upon.

Philippine civil service.

**Executive officers to facilitate examinations.**  
Act, sec. 3.

3. Persons in the executive civil service shall facilitate the holding of examinations and other work of the Commission; and executive officers in charge of public buildings shall permit and arrange for the use of suitable rooms under their charge, and for heating, lighting, and furnishing the same.

The rules were framed with the understanding that the stationery and other supplies necessary in the conduct of examinations, and for keeping the records pertaining thereto, shall come from the office at which the examination is held. Rooms can not be said to be "furnished," or the execution of the rules "facilitated," if boards are denied the supplies of various sorts necessary to perform their duties as agents of the Commission. The duty of public officers in this respect is imposed by the civil-service act. (See sec. 2, clause 1, and sec. 3.)

**RULE V.—QUALIFICATIONS OF APPLICANTS.**

**Citizenship.**

1. No person shall be admitted to examination unless he be a citizen of or owe allegiance to the United States.

Record evidence of full citizenship is required. The declaration of intention to become a citizen does not constitute citizenship, and does not entitle the person who has made it to examination.

An applicant who claims United States citizenship by virtue of residence in Porto Rico and who shows birth or naturalization in Porto Rico will not be required to show further evidence of citizenship.

An applicant who claims United States citizenship by virtue of residence in Porto Rico and shows birth in Spain will be required to show in proof of such claim: (*a*) That he was residing in Porto Rico at the date of the ratification of the treaty of Paris, April 11, 1899; (*b*) and that he did not declare his allegiance to Spain prior to April 11, 1900.

An applicant claiming United States citizenship by virtue of residence in Porto Rico and showing birth elsewhere than in the United States, Spain, or Porto Rico will be required to furnish the usual proof of naturalization.

**Form of application.**  
Act, sec. 2, cl. 2, par. 1.

2. Application for examination must be made under oath, in such form and manner, and accompanied by such certificates, as the Commission may prescribe.

Names and addresses of applicants or eligibles will not be given to any person to be used for private purposes.

Certificate of legal residence will be accepted if executed by any officer of the county in which the applicant is a resident whose official character is authenticated under seal.

A person who has moved from one county to another in the same State may make application by proving residence in the two counties.

**Enlisted men.**

3. Persons serving under enlistment shall not be examined without the written consent of the head of the Department under which they are serving.

**Disqualifications.**

4. The Commission may refuse to examine an applicant or to certify an eligible for any of the following reasons: (*a*) Dismissal from the service for delinquency or misconduct within one year next preceding the date of his application; (*b*) physical or mental unfitness for the position for which he applies; (*c*) criminal, infamous, dishonest, immoral, or notoriously disgraceful conduct; (*d*) intentionally making a false statement in any material fact, or practicing any deception or fraud in securing examination, registration, certification, or appointment; (*e*) refusal to furnish testimony as required by Rule

XIV; (f) the habitual use of intoxicating beverages to excess. Any of the last five foregoing disqualifications shall also be good cause for removal from the service.

A false statement in an application or failure to correct any fault or supply any deficiency therein will be ground for canceling the application and the examination.

5. The Commission may, with the approval of the proper appointing officer, change by regulation the existing age limits for entrance to the examinations under these rules; but persons preferred under section 1754, R. S., may be examined without regard to age.

Age limits.

All requisitions for certification requiring a certain age limit in the persons to be certified must be accompanied by a statement of the reasons why such age limit is desired, the validity of the reasons to be passed upon by the Commission; and in all cases of preference under section 1754, R. S., the person preferred shall be certified unless it appears from the statement that the necessities of the service require a person of different age.

6. Applicants for positions in the recognized mechanical trades must have served as apprentices or journeymen for such periods as the Commission may prescribe.

Trades positions.

#### RULE VI.—RATINGS AND ELIGIBILITY.

1. Examination papers shall be rated on a scale of 100, and the subjects therein shall be given such relative weights as the Commission may prescribe. Competitors shall be duly notified of their ratings.

Rating.

All examination papers of the same kind are marked simultaneously, and the papers of no competitor will be marked out of order or be made special.

Where a person applies for more than one examination, and all the subjects of one of the examinations constitute a part of any other, the papers shall be rated as if each examination had been taken separately and the ratings for each examination entered upon the appropriate register simultaneously with other ratings for the same examination.

Inspection of papers in the custody of a board of examiners may be made by the competitor in the presence of a member of the board, the competitor to make no copy of questions or answers and the board to review no papers except on appeal in writing. If errors in the markings are discovered, the board may obtain consent of the Commission for their correction.

2. All competitors rated at 70 or more shall be eligible for appointment, and their names shall be placed on the proper register according to their ratings; but the names of persons preferred under section 1754, R. S., rated at 65 or more, shall be placed above all others.

Eligible registers.

The names of eligibles who make the same average percentage will be placed upon the register in the order of the relative rapidity with which their examinations were completed, or, in the event that the time consumed in the examination is the same, in the order of priority of time in filing the completed application.

An applicant's name may be entered upon all registers established by the same examination, held on the same date or in the same series, provided he files a *duly executed* application for one position and one copy thereof (including *jural*, county officer's certificate, and vouchers) for each other position.

When an eligible is again examined for the same register and makes a higher average, his name will be entered upon the reg-

ister on the same date with other eligibles, the new entry canceling the old. If a lower average is made, his name will not be entered on the register until the expiration of the first year's eligibility. If an eligible average is not attained, the former eligibility is not affected.

Whenever the papers of an eligible are incomplete, as, for instance, for failure to complete the application, they will be suspended, and the registers made up without regard to them. If such papers are properly completed within twenty days after notice thereof is given, the eligible's name will be entered upon the register; otherwise they will be canceled.

Where there is appearance of collusion or misconduct, the entry upon the register of the names of competitors not involved shall not be postponed to await investigation. The name of the suspected person will, if he is acquitted, be placed upon the register at a later date, the period of eligibility to begin with such entry.

The inspection of a register of eligibles is not permitted, except that in the post-office and custom-house services copies of the registers are posted publicly in the offices to which they refer. Information as to relative standing will be communicated to an eligible or his proper representative upon request in writing, except in cases in which an examination is held to fill some particular vacancy, when no information concerning average percentage or relative standing will be communicated until after the appointment is made.

As the relative standing of persons on any particular register is subject to change by the addition of the names of persons with higher standings, restoration to the register of the names of those who declined appointment, and other causes, information as to relative standing is of only current value.

A person may at the same time become an applicant for or an eligible from as many examinations, in as many branches of the service, as he may desire, except that no person shall at the same time be an applicant for or eligible for more than one customs or internal-revenue district, except upon his filing with his application a request for the cancellation of his existing eligibility in the event that he passes the examination. This restriction does not apply to examinations which are held only when eligibles are needed and for which it is desirable that all persons possessing the necessary qualifications shall compete.

The appointment of a person whose name is on more than one register removes his name from all registers of the same or a lower grade, but upon request, made during the usual period of eligibility, his name may be restored for the remainder of such period to the register or registers other than the one from which he received appointment. *Provided*, That at post-offices where the names of male eligibles are entered upon both the male clerk and carrier registers, appointment from either register will remove the eligible's name from both registers. In such case eligibility can not be revived except upon resignation within the usual period of eligibility.

The register of eligibles for stenographers and typewriters will be prepared by States, and certification will be made according to the rule of apportionment in the departmental service, in all cases in which the salary is less than \$840 per annum. In cases where the salary is \$840 per annum or more, certification will be made of the highest three eligibles of the sex called for who are residents of States not in excess under the apportionment.

An eligible will be required to establish a change of legal residence by the same proof, namely, county officer's certificate and two citizens' vouchers, as is required in the first instance.

In order that a person may be entitled to the benefit of section 1754, R. S., he must have been disabled by wounds or sickness incurred in the line of duty in the military or naval service of the United States, and he must have been honorably discharged therefrom by reason of such disability. These facts are to be

established affirmatively by the military or naval records, as the case may be, before preference can be allowed.

Retirement from active service in the Army or Navy on account of disability incurred in the line of duty, in accordance with sections 1251 or 1453, R. S., is *not* equivalent to discharge for disability within the meaning of section 1754, R. S.

Preference under section 1754, R. S., is confined to entrance into the service, and does not apply to promotions.

Army nurses are not regarded as in the military service of the United States in the sense of the preference statute.

3. The term of eligibility shall be one year, beginning with the date on which the name of the eligible is entered on the register. This term may be extended, in the discretion of the Commission, for all those on any register, when the conditions of good administration render it inexpedient to hold a new examination. Term of eligibility.

Extension of eligibility can not be granted in individual cases, and is allowed only when the needs of the service require it, and must then apply to the entire list of eligibles.

#### RULE VII.—CERTIFICATION.

1. Any position or employment in the classified service not excepted from competitive examination, unless filled by reinstatement, transfer, promotion, or reduction, shall be filled only in the following manner: Method of filling vacancies.

(a) The nominating or appointing officer shall request the certification of eligibles, and the Commission shall certify, from the register of eligibles appropriate for the group in which the position to be filled is classified, the three names at the head thereof which have not been certified three times to the Department or office in which the vacancy exists. Certification for temporary appointment shall not be counted as one of such certifications. Certification shall be made without regard to sex, unless sex is specified in the request. Certification.

See note to section 5, Rule V.

An eligible who declines appointment shall not be certified again unless he shall request in writing the benefit of the remaining certifications, stating reasons for declining the appointment which are satisfactory to the Commission.

When the conditions of good administration and the needs of the service require it, certification may be made from a higher grade register for filling a lower grade position.

Whenever, as the result of an examination specially held to establish a register, certification has been issued for original appointment no request for transfer, promotion, or reinstatement to fill the same vacancy will be approved.

- (b) The nominating or appointing officer shall make selection from the three names certified, with sole reference to merit and fitness, unless objection shall be made, and sustained by the Commission, to one or more of the persons certified, for any of the reasons stated in Rule V, section 4. Selection.

An objection to a certification on the ground that one or more of the persons certified is already in the service can not be sustained.

- (c) The person selected for appointment shall be duly notified by the appointing officer, and upon accepting and reporting for duty shall receive from such officer a certificate of appointment for a probationary period of six months. If the conduct or capacity of the proba- Probationary appointment.  
Act, sec. 2, cl. 2, par. 4.



**Absolute appointment.** Probationer be not satisfactory to the appointing officer the probationer shall be notified in writing that at the end of such probationary period he will not receive absolute appointment; otherwise his retention in the service shall be equivalent to his absolute appointment. A probationer separated from the service without delinquency or misconduct may be restored to the register of eligibles, in the discretion of the Commission, for the remainder of his period of eligibility.

**Restoration to register.**

The probationary period for post-office clerks and carriers begins upon their promotion to the regular roll and not at the date of original appointment as substitutes.

In certifying an eligible who at the time is employed under the Government, the Commission will notify the Department to which he is certified that the eligible should not be required to enter upon duty for a period of thirty days after appointment except upon the approval of the head of the Department in which he is serving.

A person separated from the service without delinquency or misconduct before the expiration of his probationary period may, upon his written request showing reasons satisfactory to the Commission, be restored to the proper register for certification to any other Department or office than the one from which separated for the remainder of the period of one year from the date when his eligibility first began.

The period of probation is limited to six months and can not be extended. At its close the probationer must either be absolutely appointed or else dismissed. Where the probationer is so situated that a report concerning his conduct and capacity during probation can not be received in season, his absolute appointment or separation may take place when such report is received.

The fact that an employee is on furlough at the end of the six months next succeeding the date of his appointment will not serve to extend his probationary period.

The only questions to be considered by the proper officers before deciding whether to recommend the probationer for absolute appointment are those concerning his demonstrated character and fidelity, and the practical qualifications he has shown for performing the public work in a satisfactory manner. No examination, therefore, can be required by an appointing officer as a condition precedent to absolute appointment.

**Apportionment.** 2. Certification for appointment in the departments or independent  
**Act, sec. 2, cl. 2, par. 3.** offices at Washington shall be so made as to maintain, as nearly as the conditions of good administration will warrant, the apportionment of such appointments among the several States and Territories and the District of Columbia upon the basis of population: *Provided*, That appointments to the following-named positions shall not be so apportioned, viz: Plate printer, printer's assistant, skilled helper, and operative in the Bureau of Engraving and Printing; positions in the field service of the military staff departments and at Army Headquarters, mail-bag repair shop and mail-lock repair shop, Government Printing Office, Pension Agency, and local offices in the District of Columbia; page, apprentice, student, gardener, and engraver.

**Exceptions from apportionment.**

Each appointment in the apportioned service involves a charge to the apportionment of the State of which the appointee is a legal resident. No change will be made in the apportionment as a result of a change of legal residence after appointment, the charge to the apportionment in the first instance being sufficient.

An eligible who is already in the service and charged to the apportionment will be certified in the order of his general average without further reference to the apportionment.

An eligible who has been allowed preference under section 1754, R. S., will be certified without regard to the apportionment.

Reinstatements to apportioned positions are charged to the States in which the persons reinstated show legal residence at the time of reinstatement, regardless of their legal residence at the time of their separation from the service.

Persons appointed in the nonapportioned service through examination and certification, and who at that time proved their legal residence, and who have been continuously in the Government service since their appointment and still claim legal residence in the State from which they were appointed, will not, in the event of their transfer to the apportioned service, be required to file another application establishing legal residence, but shall be charged to the State from which originally appointed.

3. The Commission may arrange the territory of the United States into appropriate districts for the purpose of certification to positions in parts of the service not subject to the apportionment, and certification to any such position may be confined to residents of the district in which such position is located. Certification by districts.

In the post-office service a postal district embraces all the territory within the general postal delivery, and not necessarily within the limits of free delivery.

In the Indian service an eligible is entitled to three certifications for each district for which he has expressed a desire to be certified.

Certification for messenger boy at the various stations of the Weather Bureau will be made of the highest three living nearest the place of the vacancy.

#### RULE VIII.—TEMPORARY APPOINTMENT.

1. Where an emergency requires a vacancy to be filled before an appointment can be made from certification, a request for certification shall first be made, after which such vacancy may be filled by an emergency appointment without examination or certification. Such emergency appointment shall not continue for more than thirty days without prior approval by the Commission in writing, and in any case shall cease by limitation as soon as an appointment can be made upon certification. All such emergency appointments shall be reported to the Commission as soon as made. Emergency appointments.

Whenever a temporary appointment is authorized, the appointing officer will be requested to have the appointee make application and take the examination held to fill the position. In case the temporary appointee fails, except for reasons satisfactory to the Commission, to file a properly completed application and enter such examination, or fails in the examination, the extension of his temporary appointment will not be authorized.

It is not to be assumed in advance of a request for certification that there is no eligible register. A request for certification must first be made, the approval of the temporary appointment resting with the Commission.

2. When there are fewer than three eligibles on any register the Commission shall certify the names thereon, and if the appointing officer shall elect not to make a probational appointment therefrom, he shall select for temporary appointment the one eligible, or one of the two eligibles, unless reasons satisfactory to the Commission are given why the selection should not be so made. Such temporary appointment may continue until three eligibles are provided. From register of one or two eligibles.

A temporary appointment from certification may be changed into a regular appointment if, at the time of certification, the person selected was equally entitled to certification for regular

appointment to the same position. In the event of such change the regular probationary period will begin on the date of original selection.

**Temporary employment.**

3. Where the work is temporary in character, after the completion of which the services of the employee will not be further needed, a temporary appointment may be made, with the prior consent of the Commission, for a period not to exceed three months, which period may, with the like consent, be extended for a further period of three months, but no longer. Such appointments, however, shall be made, so far as practicable, by certification from registers containing the names of eligibles who are immediately available; and the Commission may restrict such certifications for temporary appointments to eligibles living near the place where service is to be rendered.

The words "temporary in character" refer particularly to what may be considered as job employments, not to exceed six months in duration.

**Not to affect eligibility or probationary period.**

4. The acceptance by an eligible of a temporary appointment shall not affect his standing on any register for permanent employment; nor shall his temporary service be counted as part of his probationary period.

Experience gained by an eligible in temporary service shall not be considered as in any way giving him an advantage or preference over others on the register.

#### RULE IX.—REINSTATEMENT.

**Manner and place of.**

A person separated without delinquency or misconduct from a competitive position, or from a position which he entered by transfer or promotion from a competitive position, may be reinstated in the Department or office in which he formerly served upon certificate of the Commission, subject to the following limitations:

**Time limit, with exceptions.**

(a) The separation must have occurred within one year next preceding the date of the requisition of the nominating or appointing officer for such certificate; but this limitation shall not apply to a person who served in the civil war or the war with Spain and was honorably discharged, or his widow, or an army nurse of either war.

**Examination for.**

(b) No person may be reinstated to a position requiring an examination different from that required for the position from which he was separated without passing an appropriate examination.

The Commission has no authority to issue its certificate for a reinstatement, and will not determine whether a reinstatement may be made, until officially requested to do so by the Department.

Reinstatement is not a right given to the applicant, but is a question of administrative discretion, and is not to be granted except when consistent with the interests of the public service. (See opinion of the Attorney-General of Aug. 27, 1902. XXIV Op., 103.)

The fact that a position was unclassified, or classified and excepted, at the time of the separation therefrom is immaterial if it is competitive at the time of the request for reinstatement.

An occupant of an excepted position at the time it becomes competitive, who is afterwards promoted to a position which is still excepted, and is subsequently separated from the service, has the same status for reinstatement as if he had been separated from the competitive position.

A person reinstated within a year from the date of separation will not be required to prove legal residence if he claims resi-

dence in the same State from which originally appointed and was charged to the apportionment.

A person separated from the nonapportioned service may be reinstated in the apportioned service of the same Department, subject to the limitations of clauses (b), (c), (d), and (e) of section 8 of Rule X.

A person serving under temporary appointment, in a position from which he was separated, and who was eligible for reinstatement thereto when he entered upon such temporary service, may be reinstated if otherwise eligible.

The mere occasional performance by a person in one position of duty naturally belonging to another does not, after separation, confer upon the person any right of reinstatement to such other position.

The actual reappointment of a person may take place after the expiration of one year from the date of separation, provided the requisition is made within the year and the vacancy exists or is shown to be about to exist at the time the requisition is made, but this must be construed as extending the privilege of appointment no longer than is reasonably required to take the necessary action. There is no authority for holding that a new term begins after the certificate for reinstatement is issued.

Certificate may issue for the reinstatement of a person who was dropped at the end of his probationary period for a cause which does not constitute delinquency or misconduct, but only for the purpose of absolute appointment, as there can be but one period of probation.

If a substitute carrier who was separated from the service *involuntarily* and through no fault of his own be reinstated, he shall be restored to all the rights which attached to his original position, and will be entitled to resume the relative position as substitute which he held at the time of his separation; but if a substitute or regular carrier who left the service *voluntarily* be reinstated, his relative position will be a matter in the discretion of the Department.

The fact that there is no record in a department showing that a separation was for delinquency or misconduct can not be accepted as conclusive that such separation was not for that reason; nor can a person be reinstated upon a condonation of the delinquency or misconduct that occasioned his separation. The requisition for reinstatement must state, in the terms of the rule, that the separation was "without delinquency or misconduct," or that subsequent investigation shows the charges upon which the employee was dismissed to have been unfounded.

When discharge is for inefficiency not due to delinquency or misconduct, and it is desired to give further trial on work of a character better fitted to the abilities of the employee, a certificate for reinstatement will issue.

Section 8 of the civil-service act provides that no person habitually using intoxicating beverages to excess shall be appointed to or retained in any office or position to which the act applies; therefore overindulgence in intoxicants can not be regarded as a mere disease. It must be considered misconduct, and persons dismissed for that reason are not eligible for reinstatement.

Reinstatement can not be made by revocation of the order of dismissal.

A woman claiming right to reinstatement as the widow of a soldier must prove: (1) Her marriage to the soldier; (2) his death, and (3) that she is his widow. A woman who remarries after the death of her husband is, after such remarriage, no longer his widow. Where marriage occurred after her separation from the service she is nevertheless entitled to the privilege conferred by the rule.

The war of the rebellion closed on August 20, 1866. Service prior to that date, whether on the frontier or elsewhere, and whether or not in any State or part of the country in actual rebellion, will be regarded as service in the war of the rebellion.

RULE X.—TRANSFER. <sup>a</sup>

Transfers shall be governed as follows:

Subordinate to promotions.

1. No transfer shall be made to a competitive position above the lowest class in any grade, unless the appointing officer shall certify that the position can not be adequately filled by promotion; but the Commission may, with the approval of the head of any department, adopt regulations applicable to the service in or under such department, declaring what class shall be regarded as the lowest in any grade.

The provision that no transfer shall be made to a competitive position above the lowest class in any grade does not apply to transfers between nonapportioned and apportioned positions in the same bureau.

The transfer and promotion rules should be read together, and where the transfer involves a promotion the requirements of the promotion rule and regulations should be observed.

From excepted to competitive position.

2. No person appointed without competitive examination to a position classified at the time of such appointment, and no person serving in an unclassified position or in a position named in Schedule A not appointed by competitive examination or by transfer or promotion from a competitive position, shall be transferred to a competitive position.

Retransfer.

3. Any person may be retransferred to a position in which he was formerly employed, or to any position to which transfer could be made therefrom, if since his transfer he has been continuously in the executive civil service of the United States or of its insular possessions. Such transfer may be made without compliance with clauses (a), (b), (c), (d), and (e) of section 8 of this rule.

Transfers under this section may be made without compliance with the requirement of examination provided in section 6 of Rule II, and except where the transfer is to some other department than the one in which the employee formerly served, without compliance with section 1 of Rule X.

Pension examining surgeons and rural carriers.

4. Physicians employed as pension examining surgeons, whether organized in boards or working individually under the direction of the Commissioner of Pensions, and carriers in the Rural Free-Delivery Service, shall not be transferred to any other positions in the classified service.

Without certificate in apportioned positions.

5. In the apportioned service transfers within the same department or office may be made without certificate of the Commission, subject to the rules and regulations regarding promotion, unless different tests are prescribed for original entrance to the position to which transfer is proposed.

Transfers under this section may be made without compliance with the requirement of examination provided in section 6 of Rule II.

Without certificate in nonapportioned positions.

6. In the nonapportioned service transfers within an office, among post-offices, among the different offices of the same customs district, among the military staff departments, and from the War Department to any military staff department, may be made without certificate of

<sup>a</sup> The Commission can not undertake to determine whether transfer may be made or whether an examination will be required until a request is received from the department to which the transfer is proposed.

the Commission, and subject to the limitations prescribed in section 5 of this rule, unless otherwise provided by regulation of the Commission.

Transfers under this section may be made without compliance with the requirement of examination provided in section 6 of Rule II.

A substitute can not be transferred to a regular position in another part of the service. He must first become a regular employee.

Transfers to the substitute force of a post-office, except from the substitute force of another post-office, may be made to any position on the substitute list. A substitute transferred from one post-office to another shall go to the foot of the substitute list. A substitute shall not be transferred outside of the branch in which he serves.

When a person whose transfer is requested never reported for duty at the post-office, and the oath of office was never administered to him there, and he has not received compensation from that office, he can not be regarded as having been brought within the classified service upon the extension of free delivery to the office, and he has therefore no status for transfer.

7. Operatives and other employees in the Bureau of Engraving and Printing, whose duties are similar to those of operatives, may be transferred without examination and certificate of the Commission to the apportioned positions of expert money counter and paper counter in the Office of the Secretary of the Treasury, money-order assorter and skilled laborer acting as money-order assorter in the Office of the Auditor for the Post-Office Department, and expert counter, feeder, and separator in the Office of the Treasurer of the United States. Employees so transferred shall not be charged to the apportionment, and such transfer shall not give them rights of promotion or transfer greater than those of the positions from which they were transferred, and they shall not be assigned to duties other than those of the positions named in this section.

Employees in Bureau of Engraving and Printing.

8. Unless otherwise specifically provided in this rule, no person shall be transferred except on certificate of the Commission previously obtained, and subject to the following limitations:

On certificate.

(a) He must have received absolute appointment and have actually served in the classified service at least six months next preceding the transfer.

Absolute appointment; six months' service.

A person reinstated in a nonapportioned position may be transferred to an apportioned position in the same bureau without being required to serve six months before transfer.

(b) He must be within the age limitations prescribed for examination for the position to which his transfer is proposed.

Age limitations.

(c) The apportionment must be observed, unless waived by the Commission upon the certificate of the appointing officer that the transfer is required in the interests of good administration, setting forth in detail the reasons therefor.

Apportionment.

A transfer from the nonapportioned to the apportioned service is charged to the apportionment of the State of which the person transferred is a legal resident. If this State has received an excessive share of appointments such a transfer is in the nature of an exception to section 2 of the civil-service act, which provides, among other things, for open competitive examinations for testing the fitness of applicants for the public service, and for the apportionment of appointments to the public service in the Departments at Washington among the several States and Territories and the District of Columbia. Such transfers

are therefore not authorized unless the person whose transfer is sought possesses qualifications not possessed by eligibles tested by competitive examination, and it is not practicable to fill the position by the transfer or promotion of a person in the apportioned service.

**Examination.** (d) He must pass an appropriate examination whenever different tests are prescribed for original entrance to the position to which transfer is proposed.

**Class of work.** (e) He shall not be transferred to a position in which there is not required, in the judgment of the Commission, the performance of the same class of work or the practice of the same mechanical trade required in the position from which transfer is proposed.

The rule forbidding transfer, except to a position in which the performance of the same class of work is required, is not intended to prevent the advancement of employees within the same office of a department.

In exchange of positions between the field service of a department and its bureaus at Washington, strict requirement as to the same class of work will not be insisted upon.

**Legal residence.** 9. A person to be transferred from a nonapportioned to an apportioned position shall be required, previous to his transfer, to prove his residence in the same manner as for original appointment.

Where a person to be transferred has taken an examination and has since been continuously in the service and claims the same residence, the fact that he has proved legal residence will dispense with his being required to furnish further proof.

**Philippine service.** 10. An officer or employee occupying a competitive position in the Philippine classified service, who has served three years or more therein, may be transferred to the Federal classified service, subject to the provisions of these rules.

#### RULE XI.—PROMOTION.

**Competitive tests.** 1. Competitive tests or examinations shall, as far as practicable and useful, be established to test fitness for promotion in the classified service.

A person reinstated in a lower position than that from which separated can only reach the position from which separated by the regular method of promotion.

Before a person occupying a subclerical position in one Department can go therefrom to a clerical position in another Department he must have earned his promotion through competitive examination and have been either promoted in the Department in which he is employed or be eligible to the next promotion in that Department.

A promotion from a nonexcepted position to an excepted position may only be forced upon a clerk for considerations of public good; as, for instance, because the clerk can render more efficient service in the position to which promoted.

Temporary service in a higher grade does not forfeit rights of promotion in the former position.

The promotion of persons employed for occasional duty will be made only to the lowest class of the grade in which the occasional employee is serving, or to the lowest class of any other grade not requiring a higher examination.

In filling vacancies in the regular grades from among those employed for occasional duty, selections for promotion will be made in the order of seniority, except where the principal officer gives good reasons why the occasional employee longest in the

service is not by virtue of ability or efficiency entitled to such promotion. The following distinction is made between occasional and temporary employees: A certification for temporary employment is not charged against any of the names appearing thereon. A person thus temporarily appointed has no status outside of the temporary position to which appointed. A certification for occasional employment is charged against all of the names appearing thereon. The persons thus appointed have a fixed status, in that they are promoted to the permanent force in the order of their original appointment to occasional duty.

The requirement of absolute appointment before promotion in promotion regulations does not apply to the advancement to positions in the regular force of persons employed for occasional duty.

Apprentices may be promoted to journeymen upon the completion of apprenticeship without examination, the service for the term of apprenticeship being regarded as a sufficient test of fitness.

Persons appointed from the Commission's third-grade examination to the position of special laborer (messenger boy) in navy-yards may be promoted, after a service of six months, upon their efficiency records and without further examination to the position of special laborer (messenger boy), with a compensation not to exceed \$2 per diem, and when thus promoted may be regularly assigned to the duties of timekeeper. Such persons shall not be further promoted to special laborer (clerical or other grade) until they reach the age of 20 years and pass the examination provided for original entrance to such grade.

The requirement in promotion regulations of two years' service prior to examination for promotion from subclerical to clerical grades is met by previous employment in a classified position for that period under another appointment.

Eligibles on a promotion register established according to promotion regulations are entitled to certification as long as they remain on the register, unless, after having been three times certified, the appointing officer shall object, in writing, to a further consideration of their names.

If it shall be ascertained through direct correspondence that such is the wish of the parties concerned, a senior substitute may be authorized to waive his right of promotion to a regular vacancy in favor of the substitute standing next, and retain his position at the head of the substitute list.

A substitute who has been employed temporarily on account of the increase in the business of a post-office during the summer months and who has been separated from such temporary employment is thereby relegated to his former position on the substitute list.

2. Until regulations to govern promotions are made, promotions may be made upon any test of fitness, not disapproved by the Commission, which may be determined upon by the promoting officer, subject to the following limitations:

(a) The age limitations and apportionment must be observed.

(b) In case of promotion to a position for which the entrance tests are different, the person to be promoted must first pass an appropriate examination before the Commission.

3. No recommendation for the promotion of a classified employee shall be considered by any officer concerned in making promotions, unless it be made by the person under whose supervision such employee has served; and such recommendation by any other person, if made with the knowledge and consent of the employee, shall be sufficient cause for debarring him from the promotion proposed, and a repetition of the offense shall be sufficient cause for removing him from the service.

Before regulations adopted.

Age limitations and apportionment.

Examinations.

Recommendations which may not be considered.

Penalties for improper recommendation.



**Of substitutes.** 4. Substitutes shall be promoted to the first vacancies occurring in regular positions in the order of their original appointment whenever there are substitutes of the required sex who are eligible and will accept, unless such vacancies are filled by promotion, transfer, or reinstatement.

In view of the fifth section of the act of March 3, 1893, defining the hours of labor in the Departments and showing under what circumstances leaves of absence may be granted, substitutes, except as provided by law, may not be employed. (First Comptroller, March 14, 1893. See opinion of Attorney-General, March 6, 1890.)

Where two or more substitutes are appointed on the same date, they shall be promoted to the regular force in the order of the averages attained by them in the examination, irrespective of the fact that one or more of such substitutes may have been allowed preference under section 1754, R. S.

Promotions from substitute to regular positions shall be made in the order of the date of probational appointment in the entire office and not in any one division.

#### RULE XII.—REMOVAL.

**Like penalties for like offenses.**

1. In making removals or reductions, and in other punishment, penalties like in character shall be imposed for like offenses.

**To be for the efficiency of the service and for reasons given in writing.**

2. No person shall be removed from a competitive position, except for such cause as will promote the efficiency of the public service, and for reasons given in writing, and the person whose removal is sought shall have notice and be furnished a copy thereof, and be allowed a reasonable time for personally answering the same in writing; but no examination of witnesses nor any trial or hearing shall be required except in the discretion of the officer making the removal. Copy of such reasons, notice, and answer, and of the order of removal shall be made a part of the records of the proper department or office, as shall also the reasons for any change in rank or compensation, and the Commission shall upon request be furnished with copies or the originals thereof.

The reasons given an employee for his removal should be stated with sufficient definiteness to enable him to make proper answer. He should be put upon notice as to the specific acts of commission and omission with which he is charged.

The procedure required in making removals applies to the removal of probationers, the only exception being the specific exception contained in clause (c), section 1, of Rule VII, that notification to the employee at the end of the probationary period that, because of unsatisfactory conduct or want of capacity, he will not receive absolute appointment, discharges him from the service.

Where a removal or reduction is made for any cause, other than one merely political or religious, which, in the opinion of the officer making the removal, will promote the efficiency of the service, the Commission has no authority to interfere further than to see that the procedure required by the rule is observed.

**Willful violation of act or rules.**

3. Any person in the executive civil service who shall willfully violate any of the provisions of the civil-service act or of these rules shall be removed from the service.

#### RULE XIII.—REPORTS OF CHANGES.

**Appointing officers to make. Act, sec. 2, cl. 2, par. 8.**

1. Every nominating or appointing officer in executive civil service shall report in detail to the Commission, whenever and in such manner as it may prescribe, all changes in the service under his authority,

whether they affect positions or employees that are classified, unclassified, excepted, permanent, temporary, or subject to contract.

2. Such officers shall also furnish to the Commission, when requested, a list of all the positions and employments under their authority, together with the names, designations, compensations, duties, and dates of appointment or employment of all persons serving therein. Lists of all positions.

3. Reports of appointments and changes in status of mere laborers or workmen shall be accompanied by a statement setting forth specifically the kind of labor performed, in detail sufficient to enable the Commission to determine the status of each position as classified or unclassified; and a similar statement of duties performed by any employee or pertaining to any position in the executive civil service shall be furnished to the Commission on request. All essential changes of duties pertaining to persons appointed as mere laborers or workmen without examination under the civil-service rules shall be at once reported to the Commission. Statements of duties of laborers.

See note under Rule II, section 5.

#### RULE XIV.—TESTIMONY.

It shall be the duty of every officer and employee in the executive civil service, and of every applicant or eligible for a position therein, to give to the Commission, or its authorized representatives, all proper and competent information and testimony in regard to matters inquired of arising under the civil-service act and rules, and to subscribe such testimony and make oath or affirmation to the same before some officer authorized by law to administer oaths. Duty of officers and employees in regard to. Act, sec. 2, cl. 4.

#### RULE XV.—WITHHOLDING SALARY.

If the Commission shall find that any person is holding a position in violation of the civil-service act or of the rules promulgated in accordance therewith, it shall, after notice to the person affected and an opportunity for explanation, certify the facts to the proper appointing officer. If such person be not dismissed within ten days thereafter it shall certify the facts to the proper disbursing and auditing officers, and such officers shall not pay or audit the salary or wages of such person thereafter accruing: *Provided*, That if a question of law respecting the power to appoint or employ is raised in any such case, the President or the head of a department may obtain the opinion of the Attorney-General thereon. Compensation conditional upon legal appointment. Act, sec. 7.

#### RULE XVI.—REGULATIONS.

1. The Commission shall have authority to make regulations for the execution of these rules. Power to make regulations.

2. No modification of the existing regulations in the Navy Department governing the employment of labor at navy-yards shall be made without the approval of the Commission. Navy-yard regulations.

Approved, to take effect on and after April 15, 1903.

THEODORE ROOSEVELT.

WHITE HOUSE, March 20, 1903.

## SCHEDULE A.

CLASSIFIED POSITIONS EXCEPTED FROM EXAMINATION  
UNDER RULE II, CLAUSE 3.

No office or position shall be deemed excepted unless it is specifically named herein. Not more than one position shall be treated as excepted under the title of any such position unless a different number be indicated.

## I. THE ENTIRE CLASSIFIED SERVICE.

1. Two private secretaries or confidential clerks to the head of each of the Executive Departments and one to each assistant head.

2. One private secretary or confidential clerk to each of the heads of bureaus appointed by the President and confirmed by the Senate in the Executive Departments, if authorized by law.

3. All persons appointed by the President without confirmation by the Senate.

4. Attorneys, assistant attorneys, and special assistant attorneys.

5. Chinese and Japanese interpreters.

6. Any person receiving not more than \$300 per annum compensation for his personal salary who may lawfully perform his official duties in connection with his private business, such duties requiring only a portion of his time.

7. Any person employed in a foreign country under the State Department, or temporarily employed in a confidential capacity in a foreign country under any department or office.

8. Any position the duties of which are of a quasi military or quasi naval character, and for the performance of which duties a person is enlisted for a term of years; also positions in the Revenue-Cutter Service, where the persons enlist for the season of navigation only.

9. All positions in Alaska which can not be filled from appropriate existing registers.

10. A person serving under temporary appointment continuously since May 29, 1899, may be permanently appointed, in the discretion of the appointing officer.

11. A person holding an excepted position, which he entered prior to November 2, 1894, and in which he has since served continuously, may, subject to the other conditions and provisions of these rules, be transferred to a competitive position.

II. TREASURY DEPARTMENT.<sup>a</sup>

1. One cashier in each customs district, if authorized by the Secretary of the Treasury.

2. One chief or principal deputy or assistant collector at each customs port, and at the port of New York not exceeding one solicitor to the collector, if authorized by the Secretary of the Treasury; and not exceeding one principal deputy collector of customs at each subport or station.

3. One deputy naval officer and one deputy surveyor at each customs port where such officers are authorized by law.

4. One confidential clerk, if authorized by the Secretary of the Treasury, to each of the following officers:

The collector of each customs district where the receipts for the last preceding fiscal year amounted to as much as \$500,000.

The appraisers at the ports of Boston, New York, and Philadelphia.

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<sup>a</sup>See excepted positions in this Department under heading "The entire classified service."

5. One counsel before the Board of United States General Appraisers.
6. One paymaster in the New York customs district.
7. All deputy collectors of internal revenue who are borne on the rolls as such, and the allowance for whose salaries is approved by the Secretary of the Treasury: *Provided*, That no position designated as a clerkship under a collector of internal revenue, appointment to which is made by the Secretary of the Treasury, shall be discontinued for the purpose of substituting a deputy collectorship therefor, or for any purpose other than a bona fide reduction of force, and that before such reduction shall be made the reasons therefor shall be given in writing by the collector of the district, and shall be approved by the Commissioner of Internal Revenue and the Secretary of the Treasury.
8. Storekeepers and gaugers whose compensation does not exceed \$3 per day when actually employed and whose aggregate compensation shall not exceed \$500 per annum.
9. One chief clerk in each mint or assay office, who is authorized by law to act for the superintendent or assayer in charge during his absence or disability.
10. One private secretary or confidential clerk to the superintendent, one cashier, one deposit weigh clerk, one assistant coiner, one assistant melter and refiner, and one assistant assayer, in each mint or assay office.
11. Any local physician employed for temporary duty as acting assistant surgeon in the Public Health and Marine-Hospital Service.
12. Any person employed in the Public Health and Marine-Hospital Service as quarantine attendant at the Gulf, South Atlantic, Mullet Key, Reedy Island, Cape Charles, Columbia River, or San Francisco quarantine; and any person employed as quarantine attendant, or acting assistant surgeon, or sanitary inspector, on quarantine vessels, or in camps or stations established for quarantine purposes during epidemics of contagious diseases, for temporary duty in the United States or elsewhere in preventing the introduction or spread of contagious or infectious diseases.

### III. WAR DEPARTMENT.<sup>a</sup>

1. All paymasters' clerks actually on duty with paymasters.
2. All cable engineers.
3. All telegraph operators, telegraph linemen, and cable seamen, receiving a monthly compensation of \$60 or less, serving on military telegraph systems or at military stations, and who perform their duties in connection with their private business or with other employment, such duties requiring only a portion of their time. Appointment to such positions shall be subject to noncompetitive examination as to practical skill in the work required therein, by a signal officer or acting signal officer, whose certificate as to the professional fitness of the appointee shall be forwarded to the Secretary of War, and a duplicate thereof to the Civil Service Commission.
4. All persons in the army transport service.

### IV. DEPARTMENT OF JUSTICE.<sup>a</sup>

1. Wardens, chaplains, and physicians in the United States penitentiaries or prisons.
2. One clerk to each United States district attorney.
3. Examiners.
4. Any person employed as office or field deputy in the office of a United States marshal.
5. All positions and employments deemed by the Attorney-General to be legal or confidential in their character, and which relate to temporary service or which grow out of appropriation acts committing to the Attorney-General the execution of some

<sup>a</sup>See excepted positions in this Department under heading "The Entire Classified Service."

purpose of the law and the expenditure of the funds therefor, but not creating specific positions.

#### V. POST-OFFICE DEPARTMENT.<sup>a</sup>

1. The Assistant Attorney-General for the Post-Office Department.
2. One private secretary or confidential clerk to the Assistant Attorney-General.
3. One private secretary or confidential clerk to the postmaster, if authorized by the Postmaster-General, at each post-office where the receipts of the last preceding fiscal year amounted to as much as \$350,000.
4. All employees on star routes and in post-offices having no free-delivery service.
5. One assistant postmaster or the chief assistant to the postmaster, of whatever designation, at each post-office.
6. One auditor at the post-office in New York City.
7. One finance clerk, if authorized by law and regularly and actually assigned to act as auditor, at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$350,000.
8. One cashier or finance clerk at each first-class post-office.
9. One cashier and one finance clerk at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$500,000.
10. One cashier and two finance clerks at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$1,000,000.
11. One cashier and three finance clerks at each post-office where the receipts for the last preceding fiscal year amounted to as much as \$2,000,000..
12. One clerk, who shall be a regular physician, at each first-class post-office, when authorized by the Postmaster-General, to examine applicants for sick leave, and also to act as a general utility clerk.<sup>b</sup>

#### VI. DEPARTMENT OF THE INTERIOR.<sup>a</sup>

1. The superintendent of the Hot Springs Reservation.
2. One special land inspector and four special inspectors.
3. Inspectors of coal mines in the Territories.
4. Special agents employed, as necessity for their employment may arise, for the purpose of protecting public lands.
5. Inspectors of surveyors-general and district land offices.
6. Temporary clerks employed in the United States local land offices to reduce testimony to writing in contest cases, not paid from Government funds.
7. Indians employed in the Indian Service at large, except those employed as superintendents, teachers, manual training teachers, kindergartners, physicians, matrons, clerks, seamstresses, farmers, and industrial teachers.
8. Special commissioners to negotiate with Indians, as the necessity for their employment may arise.
9. One financial clerk at each Indian agency to act as agent during the absence or disability of the agent.
10. Physicians employed by contract at Indian schools and receiving not more than \$720 per annum salary, who may lawfully perform their official duties in connection with their private practice; each employment, however, to be subject to the approval of the Commission.
11. All physicians employed as pension examining surgeons, whether organized in boards or working individually under the direction of the Commissioner of Pensions. This paragraph shall not include medical examiners in the Pension Office.
12. Five special pension examiners to investigate fraudulent and other pension claims of a criminal nature.

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<sup>a</sup> See excepted positions in this Department under heading "The Entire Classified Service."

<sup>b</sup> Position discontinued June 30, 1903.

VII. DEPARTMENT OF AGRICULTURE.<sup>a</sup>

1. Agents, experts, and student assistants for temporary duty employed in making investigations and furnishing information for the Department, as provided by law or under the direction of the head of the Department, which agents, experts, and student assistants shall be borne on the rolls as such and be actually engaged in the duties for which they were appointed, and whose payment has been authorized by law, provided that the salary of such student assistants shall not exceed a rate of \$300 per annum each while employed.

2. One statistical agent in each State and Territory where authorized by law.

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EXECUTIVE ORDERS.

## VETERAN PREFERENCE.

The attention of the Departments is hereby called to the provisions of the laws giving preference to veterans in appointment and retention.

The President desires that wherever the needs of the service will justify it, and the law will permit, preference shall be given alike in appointment and retention to honorably discharged veterans of the civil war who are fit and well qualified to perform the duties of the places which they seek or are filling.

THEODORE ROOSEVELT.

WHITE HOUSE, *January 17, 1902.*

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ATTEMPTS OF EMPLOYEES TO INFLUENCE LEGISLATION.

All officers and employees of the United States of every description, serving in or under any of the Executive Departments, and whether so serving in or out of Washington, are hereby forbidden, either directly or indirectly, individually or through associations, to solicit an increase of pay or to influence or attempt to influence in their own interest any other legislation whatever, either before Congress or its committees, or in any way save through the heads of the Departments in or under which they serve, on penalty of dismissal from the Government service.

THEODORE ROOSEVELT.

WHITE HOUSE, *January 31, 1902.*

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APPOINTMENT OF UNCLASSIFIED LABORERS IN DEPARTMENTS AT WASHINGTON.

In the exercise of power vested in the President by the Constitution and of authority given to him by the seventeen hundred and fifty-third section of the Revised Statutes, it is hereby ordered that appointments of all unclassified laborers in and under the several Executive Departments and independent offices shall be made in accordance with regulations to be approved and promulgated by the heads of the several departments and offices and the Civil Service Commission; such regulations to be in full force and effect on and after the date of their promulgation.

THEODORE ROOSEVELT.

WHITE HOUSE, *July 3, 1902.*

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<sup>a</sup>See excepted positions in this Department under heading "The Entire Classified Service."

## APPOINTMENT OF UNCLASSIFIED LABORERS OUTSIDE OF WASHINGTON, D. C.

It is deemed desirable that the regulations governing appointments and employments of mere laborers and workmen in the Departments at Washington shall be extended as rapidly as may be found practicable to offices in the executive civil service outside of Washington.

The United States Civil Service Commission is therefore directed to render such assistance as may be practicable to the heads of the Executive Departments for the establishment and maintenance of a system of registration to test the relative fitness of applicants for appointment or employment as mere laborers and workmen, to precede such appointments or employments, which tests shall be competitive and open to all citizens of the United States qualified in respect to age, physical ability, character, and experience as workmen, and for that purpose to conduct inquiries upon the request of the respective heads of Departments, under such regulations as may be agreed upon by them and the Commission. These regulations shall be forthwith prepared and applied in such large cities as may be agreed upon.

THEODORE ROOSEVELT.

WHITE HOUSE, *March 26, 1903.*

## AGE OF VETERANS NOT A BAR IN LABOR REGISTRATION.

In the tests prescribed under regulations governing the employment of unskilled labor the element of age shall be omitted in the case of soldiers and sailors of the civil war, and their relative fitness decided by their physical qualifications, moral character, industry, and adaptability for manual labor.

THEODORE ROOSEVELT.

WHITE HOUSE, *July 8, 1903.*AMENDMENTS TO THE CIVIL-SERVICE RULES.<sup>a</sup>

During the period covered by this report the following changes in the civil-service rules were made by the President:

## AMENDMENT.

July 8, 1902.

Rule XI was amended by adding thereto the following section, to be numbered 5:

No recommendation for the promotion of any employee in the classified service shall be considered by any officer concerned in making promotions except it be made by the officer or officers under whose supervision or control such employee is serving; and such recommendation by any other person, with the knowledge and consent of the employee, shall be sufficient cause for debarring him from the promotion proposed, and a repetition of the offense shall be sufficient cause for removing him from the service.

This amendment was the outgrowth of the lack of harmony and stability which characterized the orders issued by the various Departments in warning against recourse to political or personal influence in matters respecting the personnel of the civil service. Such orders issued by a Department necessarily lose much of their force with a change of Administration, and even with a change in the head of each Department during an Administration. By its incorporation in the civil-service rules the order is independent of changes of administration, is uniform in its application to all Departments, and is binding upon them.

<sup>a</sup> These amendments all apply to the rules that were in effect prior to April 15, 1903.

SPECIAL RULE.

**July 3, 1902.**

The following special rule was promulgated:

Persons who were in the employ of the United States in the military government in Cuba and who are not eligible for retention in the classified service under existing rules, but have been specially commended for appointment therein by the chiefs of their respective departments, with the approval of the Secretary of War, because of efficient services rendered under conditions of personal danger from yellow fever and other tropical diseases, and whose names are embraced in the list heretofore furnished to the Civil Service Commission by the War Department, may be retained and appointed to positions of a grade corresponding to that which they now hold in the classified service, with the consent and approval of the Commission.

This rule was intended to place certain persons, employed by the United States Government in the military government of Cuba, and who were not serving under temporary appointments on May 29, 1899, on the same footing as those temporary appointees serving on May 29, 1899, whose appointments had been approved by the Commission and who were eligible for permanent appointment under existing rules.

AMENDMENT.

**July 21, 1902.**

Section 18 of Rule VI (excepted positions) was amended by designating the existing exception as (a) and adding the following exception thereto:

(b) Not exceeding one confidential clerk, if authorized by the Secretary of the Treasury, to the Commissioner of Immigration at the port of New York.

The necessity for this amendment was explained in a letter from the Commissioner of Immigration to the President, in which he inclosed correspondence with the Commissioner-General. In his letter to the Department, the Commissioner of Immigration stated that the services of the temporary incumbent of the position were of very peculiar value.

AMENDMENT.

**July 21, 1902.**

Section 19 of Rule VI (excepted positions) was amended by designating the existing exception as (a) and adding the following exception thereto:

(b) Not exceeding one immigrant inspector and law clerk, if authorized by the Secretary of the Treasury, in the office of the Commissioner of Immigration at the port of New York.

The reasons for this amendment were stated by the Commissioner of Immigration to the Commissioner-General to have been, that the term of the lawyer who was acting as his counsel, under a temporary appointment as special inspector, at \$250 per month, would soon expire, and added:

Each important contract-labor case requires investigation by counsel, and this is only one of many instances where such investigation is necessary. A legal adviser has always been at the disposal of the Commissioner. \* \* \*

There never can be any eligible list for counsel, on account of the personal element of confidence which must exist between him and his client, and it seems to me clear that eventually this must be a position exempted from the civil-service rules.

AMENDMENT.

**August 2, 1902.**

Section 14 of Rule VI (excepted positions) was amended by inserting the following language after the word "port," in the second line:

or at the port of New York, not exceeding one solicitor to the collector, if authorized by the Secretary of the Treasury.



The section as amended reads as follows:

14. Not exceeding one chief or principal deputy or assistant collector at each customs port, or at the port of New York not exceeding one solicitor to the collector, if authorized by the Secretary of the Treasury, and not exceeding one principal deputy collector of customs at each subport or station.

This amendment was recommended to the President, after personal consultation with the collector of customs at New York, by a representative of the Commission. It does not increase the number of excepted positions already authorized, but simply authorizes the exception of an alternative position.

#### AMENDMENT.

#### August 16, 1902.

Clause (f) of section 8 of Rule III was amended by striking out the words "in the United States or beyond the seas" after the word "diseases" in line 7, and adding the following:

or for temporary duty either in the United States or elsewhere in preventing the introduction or spread of contagious or infectious diseases.

As amended the clause reads:

(f) Any person employed in the Marine-Hospital Service as quarantine attendant at the Gulf, South Atlantic, Mullet Key, Reedy Island, Cape Charles, Columbia River, or San Francisco quarantine; and any person temporarily employed as quarantine attendant, or acting assistant surgeon, or sanitary inspector, on quarantine vessels, or in camps or stations established for quarantine purposes during epidemics of contagious diseases, or for temporary duty either in the United States or elsewhere in preventing the introduction or spread of contagious or infectious diseases.

The effect of the foregoing amendment was to remove practically the whole of the exigency service of the Marine-Hospital Service from the competitive class and make it subject only to sections 1, 2, and 3 of Rule II (old rules).

The necessity for this amendment was due to the peculiar conditions existing in the Marine-Hospital Service. In this Service the force is rapidly shifting. From January 1, 1900, to January 1, 1902, there were 567 probationary appointments, 2,140 temporary appointments, and 1,680 separations. Adding the separations to the number of probationary appointees (most of whom were serving temporarily at the time of probationary appointment), there were 2,140 appointments and 2,247 separations during the two calendar years under consideration, or 1,070 appointments and 1,123 separations per annum. Inasmuch as the entire force of the Service numbered only 1,044 on July 1, 1901, the instability of the Service is apparent.

As the Commission was of the opinion that the existing provision in the rules allowing temporary job employment for six months, subject to the prior approval of the Commission, would not meet the emergency conditions in the Marine-Hospital Service, the recommendations of the Supervising Surgeon-General and the Secretary of the Treasury were made the basis for the submission of the amendment to the President for his approval.

#### SPECIAL RULE.

#### October 4, 1902.

The following special rule was promulgated:

In the interest of economy and efficiency of the service, the engineer in charge of the construction of the new Government Printing Office building may retain his present force, or so much of it as may be necessary, during the continuance of the work at the War College and Washington Barracks. The authority herein granted shall lapse upon the completion of said work, and all vacancies in the force engaged upon the Printing Office and upon the other work shall be filled hereafter in accordance with civil-service rules.

The reasons for this rule are fully set forth in the Commission's letter to the President recommending its adoption, as follows:

All construction work in connection with the buildings for the War College and the rebuilding of the post of Washington Barracks has recently been assigned to the engineer officer in charge of the construction of the new Government Printing Office building. He requests authority to retain his present force, or so much of it as may be necessary, during the continuance of the work at the War College and Washington Barracks, with the understanding that this authority shall lapse after the completion of said work, and that all vacancies in the force engaged upon the Printing Office work and upon the other work from now on be filled hereafter in accordance with civil-service rules. This request is approved by the War Department. It is pointed out by the engineer officer in charge that the retention of this trained force will result in a saving of considerable time and many thousands of dollars.

The authorization of the retention of this force by special rule seems necessary, for the reason that the work of reconstructing the barracks is subject to civil-service rules and regulations, while the work of constructing the new Government Printing Office building is not.

The employees to be affected are four clerks, two draftsmen, and two assistant engineers. It is stated that the employees whom it is desired to retain in noneducational positions have all qualified and secured a standing that would permit of their selection without any special dispensation. For the reasons above stated the Commission suggests the issuance of the accompanying special rule.

#### AMENDMENT.

**October 14, 1902.**

Rule VIII was amended by striking out section 6. The section so stricken out reads as follows:

(6) Certifications for appointment to clerical positions and to positions in any of the recognized trades in the Government Printing Office shall be so made as to maintain, as nearly as the conditions of good administration will warrant, the apportionment of such appointments among the several States and Territories and the District of Columbia upon the basis of population, according to the number of employees provided by law for that office who are affected by the provisions of this section.

The remaining sections will not be renumbered at this time.

The Government Printing Office was classified by Executive order dated June 15, 1895. At the time of its classification the question of apportioning appointments therein among the States and Territories upon the basis of population was considered. It was the opinion at that time, however, that it would be difficult to maintain such apportionment owing to the character of the positions and the probability that eligibles would be secured from only a comparatively small number of States and Territories. Accordingly the rules then promulgated for the application of the law to the Government Printing Office did not provide for the apportionment of appointments therein.

On June 14, 1898, the Public Printer recommended that future certifications of eligibles for the clerical and recognized trades' positions be made according to the rule of apportionment as applied to the Executive Departments. The Commission approved this recommendation, and a suitable amendment to Rule VIII was submitted to the President and approved by him under date of June 15, 1898.

Owing to the very high grade of mechanical skill required in the employees of the Government Printing Office it was found that appointments from certifications made with regard to the apportionment did not work well in practice. The Public Printer stated in a letter of September 23, 1902, to the Commission that the rule had a tendency to lower the standard of efficiency in his office. Under the apportionment the Commission was compelled in many instances to make certification of eligibles who had passed at a low grade simply because the State in which the eligibles claimed legal residence had not received as high a percentage of appointments as had other States having eligibles who had passed the examination with high averages. In this manner workmen of inferior ability received appointment to the exclusion of more

intelligent men who came from States in excess under the apportionment. Acting upon the recommendation of the Public Printer that the repeal of the amendment of June 15, 1898, would be in the interest of good administration as well as in the furtherance of upbuilding the grade of workmanship in the Government Printing Office, the Commission recommended to the President that the section be stricken out of the rule.

#### AMENDMENT.

**January 19, 1903.**

Rule 13 was amended by adding at the end of the proviso thereof, the following:

, and laborers or workmen who, in connection with their usual duties, are to perform work of the grade performed by classified employees, shall be appointed upon certification by the Commission from appropriate registers of eligibles, in the manner provided by these rules.

As amended, the proviso reads:

*Provided*, That this classification shall not include persons appointed to an office by and with the advice and consent of the Senate, nor persons employed as mere laborers or workmen; but all positions whose occupants are designated as laborers or workmen, and who were, prior to May 6, 1896, and on June 10, 1896, regularly assigned to work of the same grade as that performed by classified employees, shall be included within this classification. Hereafter, no person who is appointed as a laborer or workman without examination under the civil-service rules shall be assigned to work of the same grade as that performed by classified employees; and laborers or workmen who, in connection with their usual duties, are to perform work of the grade performed by classified employees, shall be appointed upon certification by the Commission from appropriate registers of eligibles, in the manner provided by these rules.

The reasons for this amendment are explained in the Commission's letter to the President recommending its approval, as follows:

There is submitted herewith a suggested amendment to the proviso of Civil-Service Rule XIII respecting the appointment in the Executive Departments of certain laborers. The final sentence of the proviso prohibits the assignment of persons appointed as laborers or workmen without examination to work of the same grade as that performed by classified employees. The inference from this prohibition is quite plain that laborers who are to be assigned to work of the same grade as that performed by classified employees should be appointed upon examination under the civil-service rules. This inference, however, has not heretofore been drawn by appointing officers, and it is deemed desirable to insert in the rule a positive requirement that persons who are to perform classified work under the designation of laborers shall be appointed upon examination under the civil-service rules.

#### AMENDMENT.

**January 21, 1903.**

Rule 10 was amended by inserting after the introductory clause a new section, reading as follows:

(1) No transfer shall be made to a competitive position above the lowest class in any grade unless the appointing officer shall certify that the position can not be adequately filled by promotion.

The remaining sections of the rule will be renumbered accordingly.

Up to the time of this amendment there was no restriction in the rules as to the salary in transfers and consequently the promotion regulations in the Department were liable to be defeated by transfers to the higher classes. It was believed that by requiring the appointing officer to certify that the position could not be adequately filled by promotion in the case of transfers to some other than the lowest class in a grade sufficient check would be afforded to prevent abuses of the transfer privilege.

## SPECIAL RULE.

**February 11, 1903.**

The following special rule was promulgated:

The temporary clerks employed at the various naval stations in the insular possessions of the United States (except San Juan and Honolulu) whose names are on a list heretofore furnished the Civil Service Commission by the Secretary of the Navy may be absolutely appointed, it appearing that their original appointments without examination were necessary for sufficient reasons, among which were (1) inability of the Commission to certify eligibles who would accept promptly, (2) inability of the Department to secure accommodations on transports, and (3) delays caused by the failure of eligibles to accept appointment.

The effect of this rule was to bring into the classified service certain clerks who were employed at the naval stations at Cavite, P. I.; Guam, L. I.; Honolulu, Hawaii; Tutuila, Samoa, and San Juan, P. R. It appears that the majority of these clerks were appointed when the Commission was unable to certify eligibles who would accept promptly. There were 35 names on the list submitted by the Navy Department and referred to in the rule of persons to be affected. Twenty-three of these were residing at the places of their employment at the time they were appointed and 12 were obtained in the United States.

In view of the experience gained by these persons in their several years' service, the disadvantage to the service of replacing them with other clerks and the fact that their classification was in accord with the spirit of the action of Congress in placing in the classified service clerks with somewhat the same status in the War Department at Washington and with the spirit of the action of the President in the case of temporary clerks under the War Department who served in Cuba, their inclusion in the classified service was recommended to the President for his approval.

## AMENDMENT.

**February 19, 1903.**

Section 1 of Rule V was amended by omitting therefrom the proviso, which proviso so omitted reads as follows:

*Provided*, That in order to secure a sufficient number of eligibles to meet the needs of the service, foreign-born persons who have declared their intention to become citizens of the United States may be admitted to examinations for the position of copperplate map engraver.

This proviso was added to the rule by amendment on June 28, 1902, for the reason that the Commission had repeatedly failed to secure a sufficient number of qualified persons for the position of copperplate map engraver who were citizens of the United States, and it was understood that qualified persons might be obtained from England, Scotland, and Germany, where there are a number of private establishments employing engravers of the kind desired.

It was found, however, that the change in the rule was not essential, and the repeal of the amendment of June 28, 1902, was therefore recommended.

REVISION OF THE RULES.<sup>a</sup>**March 20, 1903.**

The President approved a revision of the civil-service rules to take effect on and after April 15, 1903, in lieu of those promulgated on May 6, 1896, and the amendments thereof.

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<sup>a</sup> For the revision of April 15, 1903, see page 42, this report.

EXCEPTIONS MADE TO THE RULES, WITH THE REASONS THEREFOR.<sup>a</sup>

## SPECIAL EXCEPTION.

**July 25, 1902.**

On June 30, 1902, Miss Ellen W. Fitzsimmons, a clerk in the office of the Commissioner of Railroads, was removed on account of a reduction of force specifically required by law.

Under date of July 16, the Secretary of the Interior requested a certificate for the reinstatement of Miss Fitzsimmons to the position of clerk in the Interior Department. It was shown in the request that the reinstatement was for the purpose of transfer to the Post-Office Department, and it was requested that, in view of the cause of Miss Fitzsimmons's separation from the service, the rule requiring six months' service, in the position to which reinstated, before transfer be waived.

As the rule in question was not aimed at cases of this sort, the Commission recommended to the President that it be authorized to issue the certificate.

This recommendation received the President's approval on July 25, 1903.

## SPECIAL RULE.

**July 30, 1902.**

The following special rule was promulgated:

An appointment to a vacancy now existing in the position of clerk at \$1,000 per annum in the War Department, the person thus appointed to be detailed for duty at the White House, may be made without examination under the civil-service rules.

The reason for this exception was that it was desired to fill the position by the appointment of a person who, in addition to being an expert telegrapher, possessed special qualifications for the position which could not be determined by competitive examination.

## EXCEPTION.

**August 12, 1902.**

Mr. John T. Heck was separated from the position of foreman of the Interior Department branch of the Government Printing Office on May 4, 1894. He was appointed compositor in April, 1871, and in August, 1879, was appointed foreman of the Interior Department branch, in which position he served until separated from the service.

In a letter to the Commission on July 3, 1902, the Public Printer called attention to the faithful and efficient services that had been rendered by Mr. Heck and the fact that his removal was without just cause, and indicated his desire to reinstate Mr. Heck in the service.

As more than a year had elapsed since Mr. Heck's separation, the Commission was without authority under the rules to issue a certificate for his reinstatement, but in view of the statement made by the Public Printer and the very efficient and painstaking manner in which Mr. Heck had performed much work of a highly confidential nature that had come directly under the observation of the Commission, a special exception to the rules was recommended to the President to permit Mr. Heck's reinstatement without regard to the year limit.

- This recommendation received the President's approval on August 12, 1902.

<sup>a</sup>In section 2 of the civil-service act it is provided that "any necessary exceptions from said eight fundamental provisions of the rules shall be set forth in connection with such rules, and the reasons therefor shall be stated in the annual reports of the Commission."

*Special orders* and rules having a merely individual application are explained under this heading.

EXECUTIVE ORDER.

**September 4, 1902.**

The following Executive order was approved:

David Lynch may be appointed cable engineer for duty in the signal service in Manila, P. I., without examination under the civil-service rules.

Owing to the urgent need of the services of a person to take charge of the Government cables in the Philippines, the lack of an eligible register from which appointment could be made, and the obvious impossibility of finding a person willing to accept temporary service in the Philippines for a few months, pending the establishment of a register, it was deemed advisable to recommend Mr. Lynch's appointment without regard to the rules.

The reasons for the exception are more specifically set forth in the letter from the Chief Signal Officer of the Army to the Secretary of War, now in the Commission's files.

EXECUTIVE ORDER.

**September 4, 1902.**

The following Executive order was approved:

The Civil Service Commission is authorized and directed to reissue certificate No. 991, as of date September 26, 1901, containing the name of Raplie M. Cheshire, appointment under said certificate having been declined by him under a mistake.

It appears from the correspondence in the files of the Commission that Mr. Cheshire declined an appointment as compositor in the Government Printing Office because he had been led to believe that he would be retained permanently in the position that he held at that time as superintendent of the proof room in the Census Office. When the permanent census was organized, however, it was found that the work upon which he was engaged was so far advanced that his further retention was impossible. In view of Mr. Cheshire having declined the appointment in the Printing Office under a mistake and of the opinion of the Attorney-General (p. 185, Seventeenth Report of the Civil Service Commission) that certificate once having been acted upon is no longer in force, the Commission recommended to the President that authority be given for the reissuance of the certificate from which Mr. Cheshire was originally selected.

SPECIAL RULE.

**December 23, 1902.**

The following special rule was promulgated:

Mr. F. L. Templeton, a clerk appointed on April 10, 1900, and paid from the appropriation for postal service in the territory held by military occupation, having failed to receive permanent appointment given to others paid from the same appropriation by reason of the fact that he was assigned to duty in Washington in connection with the furnishing of supplies, may be included within the classified service of the Post-Office Department.

The reasons for this special rule appear at length in the letter of the Commission submitting it to the President for his approval, as follows:

For the three fiscal years beginning July 1, 1899, 1900, and 1901, the acts making appropriations for the service of the Post-Office Department contained appropriations for postal service in newly acquired territory or territory held by military occupation. While employment under these appropriations was temporary and due to the war with Spain, Congress did not exempt persons employed thereunder from the provisions of the civil-service act, and consequently did not classify such persons by section 3 of the legislative, executive, and judicial appropriation act approved April 28, 1902. These positions were treated as unclassified, with the approval of the Commission, on the ground that their duties were such as to permit of their treatment as postmasters at nonfree-delivery post-offices.

On April 10, 1900, Mr. F. L. Templeton was appointed and paid from the said appropriation for the postal service in the territory held by military occupation, but

was assigned to duty in the office of the First Assistant Postmaster-General at Washington, in connection with the furnishing of supplies for the new postal service established in Porto Rico, Cuba, and the Philippines. If he had been assigned to duty as a clerk in Porto Rico or Cuba he would doubtless have been included within the classified service by the establishment of free-delivery offices in Porto Rico, or by the special rule of July 3, 1902, providing for the transfer of employees in the military government of Cuba.

The Postmaster-General, in a letter of December 11, 1902, makes the following statement:

"Mr. Templeton has now served creditably more than two years and six months in the office of the First Assistant Postmaster-General, and his permanent appointment is demanded in the interests of good service. He was led to believe that his transfer to the departmental roll on July 1 was in the nature of a permanent appointment, since at that time the right of the Department to make the transfer under section 3 of the legislative act had not been questioned, and for the Department to reverse its ruling would be embarrassing, to say the least."

The Department states that there are no cases similar to that of Mr. Templeton, and it is believed that, in view of the fact that the failure to include him in the classified service along with other meritorious employees paid from the same appropriation was due to the accident of his assignment, his inclusion by special rule is warranted. Such a rule is proposed, and a draft of the same is submitted herewith.

#### EXECUTIVE ORDER.

**December 27, 1902.**

The following Executive order was approved:

Dr. Charles W. Newton may be permanently appointed physician at the Western Navajo Agency, Ariz., without examination other than such evidence of his qualifications as a practicing physician as may be satisfactory to the United States Civil Service Commission.

This exception from competitive examination is made necessary because of the inability to obtain physicians eligible under the rules and willing to accept appointment and because a threatened epidemic of smallpox requires the immediate services of a physician.

The necessity for the issuance of this order appears in the order itself.

#### SPECIAL RULE.

**January 7, 1903.**

The following special rule was promulgated:

The provisions of Civil Service Rule IX are hereby waived so far as may be necessary to permit the reinstatement to the position of clerk of class 2 in the Department of State of Stanislaus M. Hamilton, who resigned the position of clerk of class 3 in that Department on April 1, 1901.

The Department's reasons for desiring to reinstate Mr. Hamilton, as stated in its letter of January 3, 1903, to the Commission, were that there was no clerk in the Department possessing the required experience who was available for the work to which it was proposed to assign Mr. Hamilton.

In the letter referred to the Department said:

\* \* \* Mr. Hamilton is to be engaged in editing the diplomatic correspondence for publication in the "Foreign Relations" and the supervision of the researches of professors and students who desire to examine that correspondence in original. He will be required to preserve confidential matter inviolate, and his experience in editing the papers of James Monroe and in otherwise dealing with diplomatic correspondence during his previous service in the Department will enable him to do this as no one who might be appointed from the outside could possibly do it.

As Mr. Hamilton had been out of the service for more than a year the Commission could not issue a certificate for his reinstatement without special authority, accordingly the above rule was submitted to the President for his approval.

#### SPECIAL RULE.

**January 10, 1903.**

The following special rule was promulgated:

The employment of the eight clerks, or so many of them as may be necessary, *who have been serving* under temporary appointment since July 8, 1902, under section 16 of Rule VIII, in the office of the Commissioner of Internal Revenue, in the

handling, counting, and distribution of stamps returned for redemption, may be extended for a further period of not exceeding sixty days.

These clerks were temporarily employed in connection with the work necessitated by the repeal of the taxes on tobacco, snuff, and fermented liquors. They were originally appointed under section 16 of Rule VIII, of July 8, 1902, for a period of three months, which was subsequently extended for a further period of three months, which expired on January 7, 1903.

Section 16 of Rule VIII (old rules) prohibits service for a longer period than six months, and as the work upon which these clerks were employed was not completed in that period, and it was not practicable to fill the positions from a register, it was deemed necessary to have a special rule to cover the contingency.

SPECIAL RULE.

**January 30, 1903.**

The following special rule was promulgated:

Mr. F. A. Collins may be appointed to the vacancy now existing in the position of private secretary to the Public Printer without examination under the civil-service rules.

This rule gave to the Public Printer the same discretion in the selection of his private secretary as was given to certain heads of bureaus.

SPECIAL RULE.

**February 6, 1903.**

The following special rule was promulgated:

Mr. Oscar Wenderoth may be reinstated to the position of senior architectural draftsman in the office of the Supervising Architect of the Treasury Department without regard to the provision of Rule IX, limiting the period of eligibility for reinstatement to one year from the date of separation.

Mr. Wenderoth was appointed on September 8, 1897, to the position of senior architectural draftsman after having passed the appropriate examination. He resigned from the service on April 16, 1900. Prior to the approval of this special rule objection had been made by the Department, and sustained by the Commission, to the only available eligible for the position. In view of this condition, and the desire of the Department to fill the position without delay, the Commission recommended to the President the waiver of the year limit to permit Wenderoth's reinstatement.

EXECUTIVE ORDER.

**March 7, 1903.**

The following Executive order was approved:

The vacancy in the position of clerk qualified as translator of the English, Spanish, and Tagalog languages, in the Bureau of Insular Affairs of the War Department, may be filled without examination under the civil-service rules.

This exception was made for the reason that it was not practicable to test by competitive examination the requirements of the position affected.

SPECIAL RULE.

**March 9, 1903.**

The following special rule was promulgated:

Mr. Horatio C. Pollock may be appointed to the vacancy now existing in the position of clerk at the military headquarters in the Philippine Islands without examination under the civil-service rules.

The requirements of this position were such as to require that it be filled without reference to the rules.

SPECIAL RULE.

**March 12, 1903.**

The following special rule was promulgated:

Mr. William J. Lee may be appointed to the vacancy now existing in the position of telegrapher in the Department of Commerce and Labor without examination under the civil-service rules.



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The reason for this order was the peculiar necessity, occasioned by the fact that the Department of Commerce and Labor was just being organized, for the appointment of a person in the position of telegraph operator of demonstrated ability and experience and of peculiar personal fitness.

### EXECUTIVE ORDER.

**March 26, 1903.**

The following Executive order was approved:

The Secretary of the Treasury is hereby authorized to appoint Mr. James A. Dumont, now Supervising Inspector-General of Steam Vessels, to the position of inspector of hulls of steam vessels in the district of New York, second steamboat inspection district, without compliance with the civil-service rules.

The reason for this order was the desire of the Department to avail itself of the long experience gained by Mr. Dumont in his service in the Department since his appointment in 1876.

### SPECIAL RULE.

**March 30, 1903.**

Mr. Exum L. Holland may be transferred from the position of clerk in the Railway Mail Service to that of night inspector in the Customs Service at the port of New Orleans, La., notwithstanding the provision of section 2 of Rule X limiting transfers to positions in which the same line of work is performed.

Under section 2 of Rule X, which limits transfers to positions involving the same line of work, the Commission had no authority to comply with the request of the Treasury Department for the issuance of a certificate to cover Mr. Holland's transfer from the Railway Mail Service to the position of night inspector in the Customs Service at New Orleans, La. In view, however, of Mr. Holland's long service and the fact that he had received severe injuries in the line of duty which were rapidly rendering him incapable of performing the laborious work of the Railway Mail Service, the Commission felt warranted in recommending to the President a special exception to permit his transfer.

### EXECUTIVE ORDER.

**April 29, 1903.**

The following Executive order was issued:

Mr. Albert U. Wyman may be appointed clerk at \$1,600 per annum in the office of the Treasurer of the United States without examination under the civil-service rules.

The reason for this order was the desire of the Department to avail itself of the experience gained by Mr. Wyman in his more than 20 years service in the Department. He was separated by resignation from the position of Treasurer of the United States on April 30, 1885.

### EXECUTIVE ORDER.

**April 29, 1903.**

The following Executive order was issued:

Mr. Lucas Blanco may be permanently appointed messenger in the customs service at San Juan, Porto Rico, without examination under the civil-service rules.

The reasons for this exception are set forth in the Commission's letter to the President, recommending its approval, as follows:

Lucas Blanco has served as messenger in the customs service at San Juan, Porto Rico, since May 8, 1901, under temporary appointment. He can not be examined for regular appointment because under age. The collector of customs states that Mr. Blanco is efficient, and hopes that he may be regularly appointed. There are only two eligibles on the register. In view of all the facts, the Commission has thought proper to submit the accompanying form of Executive order to allow of Mr. Blanco's regular appointment.

## REGULATIONS GOVERNING THE CLASSIFIED SERVICE.

Regulations governing examinations, mode of making application, certification, etc., appear in the Manual of Examinations and in pamphlets of instructions to applicants for the post-office branch and for the customs branch of the classified service, published by the Commission.<sup>a</sup>

## REGULATIONS GOVERNING TRANSFERS.

## EXPLANATION OF THE REGULATIONS GOVERNING TRANSFERS.

One of the objects of the act is to establish a system of free, open, competitive examinations. The latitude given to transfers is in a degree directly opposed to, and is an exception to, the general purpose and intent of the act. No specific authority for transfers is found in the act itself, and they are allowed only as necessary exceptions to competition. The rule is intended to impose such restrictions as will confine transfers within the fundamental provision of the act—that is, that they should be warranted by the conditions of good administration.

One thing to be safeguarded is the apportionment. Under the rules, the Commission is made the judge as to whether the apportionment may be waived. The interests of good administration can very seldom *require*, though they may sometimes *permit*, a transfer unless the employee is possessed of some unusual or highly technical knowledge, ability, or skill which is required for the most efficient performance of the duties of the position to which he is to be transferred, and which it would be difficult or impossible to obtain through the ordinary means provided for filling such positions. To such transfers the provisions in relation to apportionment would seldom interpose any obstacle, inasmuch as persons possessing such qualifications are more often to be found in the apportioned than in the unapportioned service. The large number of requests for transfer calling for a waiver of the apportionment appear to be based upon an exaggeration of the necessities of the case, or yielding to pressure, rather than a just regard for the requirement of apportionment.

A second consideration is the restriction of transfers to the same line of work. Many persons have been transferred to positions for which there was nothing in their previous service showing qualification. These transfers from alien and inferior grades break down the promotion regulations and are contrary to the theory that persons should rise in the service along lines of training and fitness. A transfer should only be permitted along the line of work in the branch of the service in which the person is engaged, or along the line of his trade or profession. Such a restriction may be a hardship to individuals, but on the whole it is wise and necessary to a just system of promotion and to prevent transfers for purely personal reasons, to the inconvenience of the service.

Many positions require long training for the full performance of the work incident to them. A free system of transfers causes the loss of this training in one position and requires the acquirement of different training in another. The benefit of the previous training is largely lost where the person is transferred to a different class of work; but where the person rises in the same class of work the training previously received continues to be of value. A man is not debarred from entering a part of the service where a different class of work is performed, but in order to do so he must show his fitness in open competition for it. It is necessary to guard against the tendency toward making a privileged class of those already in the service and defeating the just claims of persons of superior qualifications seeking original entrance.

<sup>a</sup> A compilation of the regulations of the Commission may be found at pages 77-122 of the Eighteenth Report.

## REGULATION I.

*Definitions.*—The several terms or phrases hereinafter mentioned, wherever used in Rule X or any of these regulations, shall be construed as follows:

(1) The term "branch of the service" shall be construed as applying to one of the following five branches, viz: The Departmental Service, the Customs Service, the Post-Office Service, the Government Printing Service, and the Internal-Revenue Service.

(2) The term "department" shall be construed as referring only to the Executive Departments.

(3) The term "office" shall be construed as applying to independent executive establishments. Each department or office will be treated as a whole, except so far as part of its force may be subject to the apportionment and part not subject thereto.

(4) The phrase "the performance of the same class of work," or "the practice of the same mechanical trade required in the position from which transfer is proposed," as used in section 8, clause (e) of Rule X, will be construed as having reference rather to the line of work in the part of the service in which the person is employed than to the casual duties performed by the person himself. The rule is to be regarded as favoring the transfer of employees either along the line of their special trade or profession (other than of an ordinary clerical character) or along the general line of the work performed in the part of the service in which they are engaged. It is intended that transfers shall be so made that training received in one position will be made available elsewhere.

## REGULATION II.

A transfer from a nonapportioned to an apportioned position shall be charged to the apportionment of the State of which the person transferred is a legal resident, in like manner as an original appointment to the apportioned service: *Provided, That* operatives and other employees in the Bureau of Engraving and Printing whose duties are similar to those of operatives may be transferred to the apportioned positions of counter in the office of the Register of the Treasury and clerk at \$700 per annum (to be employed as counter), National Bank Redemption Agency and clerk at \$700 (to be employed as counters, not exceeding four) on the regular roll, in the office of the Treasurer of the United States, without being charged to the apportionment, the transfer so made to be subject to all the limitations of section 7 of Rule X. Where a person proposed for transfer to such service has within a year filed an application proving legal residence, no further proof of such residence will be required, if the Commission is otherwise satisfied that he is entitled to continue to claim residence in the same State.

## REGULATION III.

Transfer will not be permitted from the nonapportioned to the apportioned service where the apportionment of the State of which the person to be transferred is a legal resident is in excess, unless the officer making the requisition therefor shall certify that the conditions of good administration in his Department or office demand the appointment of the particular person named, setting forth in detail reasons therefor which are satisfactory to the Commission. Approval will be limited to cases where the person sought to be transferred possesses qualifications fitting him for the special requirements of the place, which requirements can not be met by the ordinary methods of promotion or appointment.

## REGULATION IV.

In parts of the service in which substitutes are employed the six months' actual service, required by section 8, clause (a), of Rule X, before transfer will be construed

as not permitting transfer until six months' service has been rendered after promotion from the substitute roll to the regular roll.

REGULATION V.

The transfer and promotion rules and the regulations made thereunder will be construed together, and if a proposed transfer involves a promotion the requirement of the promotion rule and regulations must also be observed. A transfer and promotion from a nonapportioned position below the grade of clerk to an apportioned position in a grade equal to the grade of clerk shall not be made upon noncompetitive examination, but only where the person nominated therefor is eligible for promotion to a similar position in the Department where he is serving under regulations governing promotion from the subclerical to the clerical grades.

REGULATION VI.

*In the Indian Service:* (a) Physicians, school superintendents, assistant superintendents, supervisors of schools, day-school inspectors, school-teachers, assistant teachers, teachers of industries, disciplinarians, and kindergarten teachers, and persons in other positions in the Indian Service who have regularly held any of the foregoing positions, will be treated as eligible for transfer to clerical positions and to the position of storekeeper without examination, provided they entered the positions first named through competitive examination. (b) Persons in other positions in the Indian Service which are subject to educational examination may be transferred to the clerical positions named upon passing the clerk examination. Persons proposed for transfer under this regulation must have served a probationary period of six months before they can be accepted as eligible for examination for transfer. (c) A statement approved by the Secretary of the Interior that a classified employee in the Indian Service is qualified for the duties of a given noneducational position therein, to which transfer is proposed, will be accepted as an examination in lieu of the statements of vouchers heretofore required.

REGULATION VII.

Where a person nominated for transfer has previous to the date of the requisition therefor passed the examination required for the position to which transfer is proposed, or an examination or other tests which the Commission shall deem equivalent thereto, the Commission may, in its discretion, waive further examination; and the restriction in section 8, clause (e), of Rule X, in regard to "the performance of the same class of work," etc., shall not be so construed as to prevent the transfer of a person who has been appointed from a register from which, in accordance with section 1, clause (a), of Rule VII, he would have been in turn to be certified for appointment to the position to which transfer is proposed.

REGULATION VIII.

When a requisition has been made under section 1 of Rule VII for a certification of eligibles, and the Commission, at the request of the Department, has made public announcement of a special examination to secure such eligibles, the vacancy shall not thereafter be filled by transfer, promotion, or reinstatement without the consent of the Commission.

REGULATION IX.

*In the Post-Office Department and Post-Office Service:* (a) Unless the position can not be adequately filled by promotion, no transfer to clerk or carrier in a post-office, to the field service, or to the departmental service at Washington shall be made above the lowest class. In the departmental service at Washington \$900 will be regarded

as the lowest class. (b) Transfers to the substitute force of a post-office, except from the substitute force of another post-office, may be made to any position on the substitute list. A substitute transferred from one post-office to another shall go to the foot of the substitute list. A substitute shall not be transferred outside of the branch in which he serves. (c) Unless the position can not be adequately filled by promotion, transfer to the Railway Mail Service shall be to the foot of the substitute list, except in exchange with another service, which shall not be made above the \$900 class. (d) Mutual transfers, except to the Railway Mail Service, may be made without regard to the lowest class. (e) In transfers from another department or office it must be shown that the person to be transferred will be employed upon work similar to that previously performed by him and has qualifications which will enable him to perform such work better than a person selected from the eligible register of the Commission.

## REGULATION X.

A person in a nonapportioned position, the examination for which is not equivalent to the second grade, unless appointed through an examination equivalent to the second grade, shall not be promoted to an apportioned position, the examination for which is equivalent to the first grade, unless he has served two years, is 20 years old, and has passed the first-grade examination with an average which would entitle him to the next certification from the clerk promotion register if his name were entered thereon. The apportionment must also be observed.

SUMMARY OF GENERAL REGULATIONS FOR PROMOTION TO CLERK  
AND OF SPECIAL REGULATIONS.

*Requirements.*—Two years' service; 20 years of age; average of 70 or more, based upon clerk examination or its equivalent, and efficiency record when available; certification as for original appointment; number of certifications unlimited unless by written objection of appointing officer after the third.

*Eligibility.*—No time limit; reexamination, upon request, after one year, determines subsequent standing on register, or, in case of failure, drops name and bars further examination for six months.

These clerical positions are apportioned among the States. (Civil service act, sec. 2, par. 2, subpar. 3.) Many subclerical positions are not apportioned. (Rule VII, sec. 2, proviso.) Employees classified by Executive order in nonapportioned positions may be promoted to other nonapportioned positions without regard to the apportionment. (Seventeenth Report, p. 140; minutes, Mar. 5, 1899, clause 4; Mar. 1, 1898, clause 4; May 22, 1899, clauses 5 and 9.) Employees appointed to nonapportioned positions through examination are charged to the apportionment on promotion to clerical grades, and can not take promotion examination if they are legal residents of States which have received more than their share of clerical appointments. Persons under section 7, Rule X, can not take the examination for promotion except for the Bureau of Engraving and Printing. (Minutes, Mar. 16, 1903, clause 6.)

## TREASURY DEPARTMENT.

BUREAU OF ENGRAVING AND PRINTING—SUMMARY OF REGULATIONS GOVERNING  
PROMOTIONS.

All positions in the Bureau of Engraving and Printing, except printer's assistant, skilled helper, operative, plate printer, engraver, page, messenger boy, apprentice or student, and minor clerk, are apportioned. No employee may be promoted during his probation. Preference for promotion within the nonapportioned service is given to those longest in the service who are faithful, efficient, and qualified. Pro-

motion from the highest class and grade in the nonapportioned force may be made to the lowest class of any grade in the apportioned force, subject to Rule XI as to examination and apportionment.

CUSTODIAN SERVICE—REGULATIONS GOVERNING CERTIFICATIONS AND APPOINTMENTS.

- (1) Examinations for the Custodian Service are held only when vacancies occur, and only at the place where the vacancy exists.
- (2) No list of eligibles is furnished either the Treasury Department or the custodian.
- (3) Certification is made directly to the Treasury Department.

CUSTOMS SERVICE—GENERAL REGULATIONS GOVERNING PROMOTIONS.

The following promotions may be made therein at any time after absolute appointment:

- (a) Any employee, to the next higher class in the same grade, upon any test of fitness determined upon by the nominating officer.
- (b) Any employee, to the lowest class in any other grade, or to a class no higher than the class from which transferred, upon passing a noncompetitive examination for that grade.
- (c) Storekeepers and assistant storekeepers shall be classed as clerks, and vacancies in that class shall be filled by assignments from the grade of clerk.

INSTRUCTIONS OF THE SECRETARY OF THE TREASURY REGARDING THE ADVANCEMENT OF OCCASIONAL EMPLOYEES TO REGULAR POSITIONS.

1. The names of employees who are paid only when actually employed but who are carried upon the rolls of permanent employees will be entered, in the order of their original entrance into the service, upon a separate roster, to be known as the "Roster of occasional employees."
2. Vacancies in the regular grades for continuous employment will hereafter be filled from the ranks of those employed for occasional duty by promotion in order of original entrance to the service, unless the nominating or appointing officer shall give good and sufficient reason why the occasional employee longest in the service is not, "by virtue of ability, efficiency, or conduct," entitled to such promotion.
3. At all the customs ports where persons are employed for occasional duty certificate for original employment will be issued only for such occasional service.
4. Vacancies in the higher grades will be filled by promotion in accordance with existing promotion regulations, and the lowest class of any grade will be filled by promotion from the ranks of those persons employed in that grade for occasional duty in the manner outlined above.

NEW YORK CUSTOM-HOUSE—SUMMARY OF REGULATIONS GOVERNING PROMOTIONS AND TRANSFERS.

The regulations for the port of New York provide for a competitive system of examinations for promotions. Vacancies, except in the lowest class of any grade, are to be filled by promotion, transfer, or reinstatement, unless specially provided for by open competitive examination. All promotions, unless specially excepted, shall be made from the class immediately below that in which the vacancy exists, after service of at least six months therein; provided that, if in any examination for promotion the competitors in the next lower class shall not exceed three in number, the board of examiners may open the examination to those who have served less than six months in that class, and to one or more of the classes below; or, if more than three competitors are not obtained by this means, to open competition. Persons only who hold positions in the classified customs service at this port, not excepted from competitive examination, are eligible to be examined for promotion.

Any clerk, junior clerk, or messenger in class A, B, C, D, or E, who has been absolutely appointed, may be examined for promotion to clerk class E, and any clerk who has served for at least six months in class E, 1, 2, or 3, may be examined for promotion to the next higher class in the office in which he is employed.

Inspectors who have reached such positions by promotion and transfer through clerkships in classes E, 1, and 2, collector's office, and who have served six months in class 2, may be examined for clerk class 3, collector's office. Two years' service in a competitive position at this port is required in order to be eligible for examination for the position of inspector. Any clerk, class 2 or 3, who has served in the competitive customs service at this port for two years may be promoted or transferred to the grade of inspector upon certification that he has passed an examination for that position.

Vacancies in the grades of deputy collector, auditor, and deputy naval officer may be filled by promotion from the next lower class, and transferred under the regulations providing for transfers; and vacancies in the grade of deputy surveyor may be filled by promotion and transfer of any inspector who has served at least one year immediately preceding such promotion and transfer in the position of inspector, upon certification that the person to be promoted and transferred has passed an examination for the position to which he is to be promoted and transferred.

Vacancies in the grade of stenographer and superintendent of supplies may be filled by promotion upon certification that the person to be promoted has passed the examination.

Vacancies in the grades of teller and appointment clerk may be filled by promotion or transfer of any person in the classified service, provided he has passed an examination for such position.

Any person holding a position not excepted from competitive examination may be transferred to a position in no higher class and which does not require an examination involving higher or essentially different tests upon certification by the board of examiners that he has served six months immediately preceding in the classified service of the office in which he is employed, and to a position in no higher class, but which requires an examination involving higher or essentially different tests upon certification by the board of examiners that he has served five years immediately preceding in the classified service of the office in which he is employed, and has passed an examination for the position to which he is to be transferred.

#### LIFE-SAVING SERVICE—SUMMARY OF REGULATIONS GOVERNING APPOINTMENTS TO THE GRADE OF SURFMAN.

Applications for the position of surfman are filed at any time with the nearest keeper of station, and are forwarded for examination by the Commission. The rating is based on physical condition, experience, and age, as shown by medical certificate, statements of vouchers and of applicant, respectively, and registers are made up in June and December. Requirements: Age, 18 to 45; height, 5 feet 6 inches or more; weight, 135 to 205 pounds; residence in the district and not more than 5 miles inland; ability to read and write and to swim well; three years' experience as surfman, sailor, or boatman. Vacancies are filled by appointment from among the highest three eligibles in that section, upon certification by the Superintendent.

#### MARINE-HOSPITAL SERVICE—SUMMARY OF INSTRUCTIONS GOVERNING APPOINTMENTS ISSUED TO MEDICAL OFFICERS IN CHARGE.

Hospital stewards must be graduates in pharmacy and are appointed through a competitive educational and technical examination. Acting assistant surgeons to be appointed to permanent positions must be graduates of recognized medical colleges

and competent physicians and surgeons, and must pass a competitive technical examination. As a matter of fact, acting assistant surgeons are usually appointed under clauses (e) and (f), section 8 of Rule III, which exempts from the requirements of the rules local physicians employed temporarily, or other physicians so employed, during epidemics or to prevent contagious or infectious diseases. Attendants at certain stations are excepted. Most of the other positions are filled upon noneducational tests and are included under the general designation of "attendant."

(See "General provisions" regarding noneducational positions on page 98.)

MINT AND ASSAY OFFICES—SUMMARY OF REGULATIONS GOVERNING APPOINTMENTS, PROMOTIONS, AND TRANSFERS.

A board of examiners is designated by the Commission to act for it at each mint or assay office having ten or more employees. The methods of filling a vacancy are, in the order of their preference: By promotion or transfer within that service; by transfer from another branch of the service; by selection from appropriate registers; by appointment after examination under the regulations. Applications for examination are given out and received by the local boards. Positions are arranged in schedules. Schedule A, excepted positions, includes one chief clerk, cashier, private secretary, deposit weigh clerk, assistant coiner, assistant melter and refiner, assistant assayer, and are filled through noncompetitive examinations provided by the Department and the Commission. In Schedule B, scientific positions, and Schedule C, clerical positions, vacancies are filled by promotions within the schedules upon tests provided by the Department and the Commission, or through competitive examination. The tests consist of elementary educational ones, with practical questions. In Schedule D, mechanical trades and other skilled positions, promotions are made within the schedule, as in Schedules B and C. The examination for original appointment consists of simple educational tests and a rating for age, character as a workman, experience, and physical qualifications. A rating of 70 in both educational and noneducational tests is required. Schedule E is made up of positions of mere unclassified laborers.

SUBTREASURY SERVICE—SUMMARY OF REGULATIONS GOVERNING APPOINTMENTS AND PROMOTIONS.

Classified positions are arranged in four schedules—A, B, C, and D—as fiduciary, clerical, miscellaneous nonclerical, and positions pertaining to the care and custody of buildings, respectively. For Schedule A the examination for original entrance consists of orthography, penmanship, copying, letter-writing, arithmetic, and practical questions; and for Schedule B the same subjects, except practical questions, which are omitted, or, in case of bookkeepers, are replaced by the elements of bookkeeping. Applicants for either schedule must have had three years' experience in similar duties. For original entrance to Schedule C a simpler examination is provided in the subjects required for Schedule A. For Schedule D the examination is noneducational, the rating being based upon physical ability, ability and character as a workman, and experience. No applicant is examined who fails to meet the most rigid tests of character and integrity in a manner satisfactory to the assistant treasurer and the Commission. Promotions to a schedule are made subject to the original entrance examination, and from Schedule C only after a service of one year. Provision is made for efficiency records.

WAR DEPARTMENT.

SUMMARY OF REGULATIONS FOR THE ENGINEER DEPARTMENT AT LARGE.

I. Positions are divided into two classes—(1) those requiring educational tests, and (2) those requiring no educational tests, known as "registered" positions.



II. The educational positions include all positions requiring a technical education, or clerical ability except of the simplest kind.

III. The "registered" positions include all positions pertaining to the mechanical trades, all positions requiring skilled labor of any kind, all positions where training and experience in the particular duties to be performed are of more value than theoretical or technical education, and all low-grade technical or clerical positions.

IV. Mere laborers or workmen are unclassified when of Class A.

V. Positions above that of junior engineer are filled by promotion by the Chief of Engineers from among those who have passed the junior engineer examination.

VI. Examinations for all other educational positions are conducted by the Commission.

VII. "Registered" positions are filled from a local board register maintained for each engineer district.

VIII. After a year's satisfactory service any classified employee may be promoted to any position for which he has passed the necessary examination. Graduation from certain approved technical schools also renders a classified employee eligible for the position of junior engineer after a year's satisfactory service.

IX. Reductions to lower grades, temporarily, and restorations are permitted.

X. Emergency or temporary appointments may be made when required, but shall not continue longer than necessary to secure regular employees through the Commission or the local boards. When request has been made upon the Commission for eligibles, the temporary appointment may be continued until instructions are given. Temporary employees in "registered" positions are required to register as soon as possible.

XI. Classified employees may be separated from the service in any of the following ways:

- (1) By "furlough without pay" (when services are no longer required).
- (2) By being "laid off" (when services are no longer required).
- (3) By being "discharged" (when services are no longer required).
- (4) By "resignation."
- (5) By "discharge for cause."

In reducing his force an officer will use his discretion as to who shall be retained and who temporarily or permanently separated. A "furlough without pay" from a position is an unqualified recommendation for reemployment on work of the same grade, and renders the holder eligible for reemployment at any time within three years, which limitation does not apply to employees who have served during such period in the insular possessions. An employee who is "laid off" is eligible for reemployment in the same engineer district for one year.

XII. A "discharge without prejudice" must be given in writing, and "resignations" must be written. Employees so separated may be reinstated within one year upon certificate of the Commission.

XIII. "Discharges for cause" must be made in accordance with the procedure required by the civil-service rules, but the employee may be suspended pending investigation of the charges.

XIV. A central civil-service board in the office of the Chief of Engineers has control and direction of the local civil-service boards, and of such details connected with the application of the civil-service law and regulations as do not require action by the Chief of Engineers or the Secretary of War; and communications relating to such boards and requests for general information should be addressed to this board.

(The regulations appear in full in the Eighteenth Report of the Commission, beginning at p. 87.)

#### SUMMARY OF REGULATIONS FOR THE ORDNANCE DEPARTMENT AT LARGE.

I. Positions are divided into the following schedules: Schedule A, technical positions; Schedule B, clerical positions; Schedule C, special mechanics; Schedule D,

mechanics; Schedule E, foremen; Schedule F, assistant mechanics and skilled laborers; Schedule G, messengers, watchmen, etc; Schedule H, places below classification.

II. Examinations for positions in Schedules A and B are held by the Commission.

III. Examinations for positions in Schedules C, D, E, F, and G are held by a board of examiners at each ordnance establishment. No educational tests are ordinarily required, the applicant being rated upon the elements of age, intelligence, and experience, character as a workman, and physical qualifications. Registers of eligibles are made up monthly.

IV. Selections for appointment are made from among the highest three eligibles on the appropriate register, unless eligibles are objected to on account of mental, moral, or physical disqualifications and the objections sustained.

V. Promotions within or to Schedules A and B are made on examinations conducted by the Commission.

VI. Promotions within or from one to another of Schedules C, D, E, F, and G are made on examinations conducted by the local boards, or without examination when similarity of duties makes examination unnecessary.

VII. Transfers to positions in Schedules A and B are made upon certificates of the Commission.

VIII. Transfers from one ordnance establishment to another of the employees in Schedules C, D, E, F, and G are made without certificate of the Commission, but other transfers require certificates.

IX. Efficiency records are kept at each ordnance establishment as a basis for advancement of employees from one class to another.

X. Employees who have been "laid off" or "furloughed" through "lack of work" and not for "cause" may be reemployed at any time within three years, reemployment being given according to rating as shown by efficiency reports.

#### SUMMARY OF PROMOTION REGULATIONS IN THE QUARTERMASTER'S DEPARTMENT AT LARGE.

Each head of an office is required to make a semiannual report concerning those under his direction, their relative efficiency to be determined as follows:

I. In determining the efficiency of each person concerning whom a report is to be made the factors of attendance, ability, adaptability, habits, and application will be considered, and each marked separately on a scale of 100. Ability will be given four times the weight, adaptability twice the weight, and habits twice the weight of either of the other factors, which will each be given a weight of one. The final efficiency figure will be obtained by dividing by ten the aggregate of the markings under the several heads, and will represent, so far as practicable, the record of each individual as made from day to day during the six months preceding the report.

The names in each class or grade will be entered in the order of merit, those with the same efficiency figure being arranged according to length of service in the department.

II. The following rules will be observed in keeping efficiency records and preparing semiannual reports thereof:

[These rules provide for records of the daily attendance of employees, with appropriate charges for absences and tardiness, and of the amount and character of the work performed by each; for reports as to the employee's intelligence, aptitude, and demonstrated capacity for a higher class of work, his sobriety, integrity, subordination, obedience to orders, and degree of diligence and faithfulness to duty.]

III. All promotions in the classified service shall be made in the order of merit as established by the last semiannual efficiency report, subject to such examination as may hereafter be ordered under civil-service rules: *Provided*, That any person entitled to promotion under the terms of this order who shall become markedly inefficient or be guilty of any serious misconduct after the preparation of the last semiannual efficiency report, shall forfeit the right to promotion, and the same shall accrue to the next eligible person on the list.

IV. Those who fail during any six months to attain an efficiency rating of 70 will be regarded as deficient in their respective classes and subject to regrading, and will, in the discretion of the chief of bureau or office, be reported to the Secretary of War for reduction. All who, on two consecutive reports, fall below 70 in efficiency, will be invariably reported for reduction.

All who, on two consecutive reports, fall below 60 in efficiency or below 50 in either application, habits, or ability, will be reported for discharge.

#### NAVY DEPARTMENT.

##### SUMMARY OF REGULATIONS GOVERNING PROMOTIONS.

I. Test of fitness consists of an examination into the relative efficiency of employees, based upon the elements of (1) character of work, (2) quality of work, (3) quantity of work, (4) office habits, and (5) attendance. In cases where the position requires exceptional or technical qualifications, such additional tests as the Commission may prescribe are applied.

II. Promotions up to and including class 4 are made from among the highest three eligibles in the next lower class in the bureau or office in which the vacancy exists; or if there are not three such eligibles, eligibles in corresponding classes in other bureaus or offices may be certified if a full certification is desired.

III. Vacancies in class 5 are filled from among all the chief clerks of bureaus or offices, or, if desired, from among clerks of class 4.

IV. Promotions to positions in class 5 at more than \$2,000 per annum, or in class 6, are made from among those in class 5 or from among the chief clerks.

V. An efficiency rating of 85 per cent is required.

VI. Promotions from the subclerical to the clerical grades are governed by the general regulations on that subject.

VII. Efficiency records are kept by the chief clerks of bureaus or offices, or the chief clerk of the Department, on prescribed forms, and also by the board of promotion, and are open to the inspection of employees.

VIII. Appeals may be made, in writing, to the board of promotion by any employee who questions his rating.

(The regulations appear in full in the Eighteenth Report of the Commission, beginning at p. 81.)

##### SUMMARY OF REGULATIONS GOVERNING THE EMPLOYMENT OF LABOR AT NAVY-YARDS.<sup>a</sup>

Workmen employed at navy-yards were brought under the civil-service rules promulgated May 6, 1896, and the regulations then in force governing their employment were adopted as regulations of the Civil Service Commission on July 29, 1896. On November 2, 1896, by order of the President, it was declared that no modification of the regulations then existing should be made without the approval of the Civil Service Commission. Section 2 of Rule XIV of the present rules provides that "No modification of the existing regulations in the Navy Department governing the employment of labor at navy-yards shall be made without the approval of the Commission."

The original regulations promulgated by Secretary Tracy in 1891 have been revised, and those at present in force bear date of November 16, 1895. Minor changes have been made since that time. The regulations provide for the creation of a board of labor employment at each navy-yard and station, such board to be responsible for "the proper, effectual, and impartial enforcement" of the regulations governing the employment of labor at navy-yards, prepared by the Department. Regular meetings of the board are required to be held, a record kept of the proceedings, and an annual

<sup>a</sup> These regulations are more fully described in the Fifteenth Report, at pp. 94-101.

report submitted to the Department on September 15 of each year, with such suggestions as the board deems expedient.

No applicant is permitted to be registered unless he furnishes satisfactory evidence that he is a citizen of the United States, or has served in the Army, Navy, or Marine Corps, and that his discharge or discharges therefrom were not dishonorable or for bad conduct. Before entering the name of an applicant such further inquiry may be made in regard to his character and capacity as the board may deem practicable or expedient; and any applicant who has been convicted of crime, misdemeanor, or vagrancy may, in the discretion of the board, be refused registration. Should an applicant be found, in the opinion of the board, unfit to perform the service which he seeks, his name is not permitted to be entered upon the register, and the reason therefor is required to be indorsed on his application. It is further required that the recorder shall note on each application a brief personal description of the applicant; that the prescribed certificates presented by each applicant shall be placed on file with his application in an envelope bearing his registration number. The applications and certificates shall be retained as a permanent record; that no certificates, other than those filed at the date of registration, shall be received or required subsequent to entry of the applicant's name on the register, except as otherwise provided, and that any applicant for employment who gives a false name or residence, or presents false certificates, or secures registration or employment through false representations, shall be discharged, and his name permanently removed from the register as soon as the fact is ascertained.

The force of workmen at the various navy-yards is classified as follows:

Schedule A.—Unskilled labor.

Schedule B.—Skilled labor.

Schedule C.—Foremen, quartermen in charge, and other men in charge.

Schedule D.—Special employments.

The following are some of the more important regulations:

#### WHO MAY BE EMPLOYED.

No persons other than workmen of trades specified in the latest approved quarterly schedule of wages shall be employed at any navy-yard, except upon a written appointment from the Secretary of the Navy, or by his approval in writing.

Whenever a necessity arises for workmen in trades not named in the quarterly schedule of wages approved for the yard, or for a more specific designation or classification under any trade, or for any other change in the schedule of authorized trades, the fact shall be reported by the head of the department concerned to the commandant, and by him referred to the Department, with a statement of the reason therefor. When approved by the Department, the new trades shall be added to the schedule, and registration therein shall begin as applicants present themselves; but no change shall be made in the trade schedule without such approval.

#### REGISTRATION.

No applicant shall be registered under more than one schedule, nor in more than one occupation or trade at the same time; but if a registered applicant desires to have his name dropped from the eligible list, he may, by application to the labor board in writing, do so, and then register anew at the bottom of the list in another trade, provided he complies with the requirements for registration in the same manner as if he had not been registered.

The registration of "boys" shall be confined exclusively to boys to be employed on manual labor not suitable for men.

The occupations and trades in Schedules A and B shall be divided into four classes, designated as first class, second class, third class, fourth class, with pay graded accordingly as determined in the latest quarterly schedule of wages for each yard, the fourth class being the lowest.

Applicants in any trade under Schedule B may register at their option as follows:

- (1) For the first class only.
- (2) For the three lower classes without distinction.
- (3) For the trade generally, without reference to class.

Applicants in any occupation or trade in Schedule A shall be registered for the occupation or trade generally and without reference to class.

An applicant to be registered for employment in an occupation or trade in Schedule A or B must present in person to the board of labor employment, at the navy-yard in which he desires employment, an application, and evidence to establish his capacity for the work he desires, his character and habits of industry and sobriety.

The board will furnish prescribed blank forms (Navy-Yard Orders, Forms 17, 18, 19, 20, 21, and 22) to enable applicants to carry out the provisions of this paragraph.

#### PERIOD OF ELIGIBILITY.

The term of eligibility, for certification by the board, of a registered applicant shall be one year from the date on which the name of the applicant is entered upon the register, and the name of a registered applicant shall then be dropped from the register unless he presents to the labor board during the last month of the term of his eligibility a request in writing (Navy-Yard Orders, Form 29) that his name and number be continued on the list. When this is done his term of eligibility shall be extended for one year, and this extension may be renewed each succeeding year in the manner above described, but shall not carry with it an extension of the period during which preference is given for "excellent" workmanship.

An applicant having on file a certificate from the head of department under whom he served stating that he gave satisfaction in navy-yard work while so employed, or presenting or having on file a discharge card (Navy-Yard Orders, Form 9), may be reregistered under a new number by filling out Navy-Yard Orders, Form 17, whereupon the labor board shall file the above-mentioned certificate or discharge card with the new application, and note in writing and place in the old jacket of the applicant the following memorandum: "Certificate of navy-yard experience filed with new application No. —," but no one so reregistered shall hereafter be given preference under Clause II, paragraph 31, unless the said certificate, or the "Return of Discharges" of the same date as the discharge card on file, shows that his workmanship was "excellent" and conduct not less than "good."

#### ORDER OF CERTIFICATION AND MODE OF SELECTION.

The following is the order of certification observed:

Clause I.—(a) Veterans of the war of the rebellion and those who served in the naval or military service of the United States during the Spanish-American war in foreign waters or on foreign soil who were subsequently honorably discharged.

(b) Those who served in the naval or military service of the United States during the war of the rebellion who did not reach the front and who were subsequently honorably discharged, and those who served in home waters or on home soil—not at the front—in the naval or military service of the United States during the Spanish-American war and who were subsequently honorably discharged.

(c) Those who have served in the Navy or Marine Corps since the war of the rebellion for a period of twelve years or more, exclusive of apprentice service, and who were honorably discharged therefrom.

(d) Those who have served in the naval or military service of the United States since the war of the rebellion and have been honorably discharged therefrom by reason of disability resulting from wounds or sickness incurred in the line of duty.

Clause II.—(a) Those who have given satisfaction in navy-yard work in the same or in an allied trade to that for which requisition is made, and who present certificates or discharge cards from the head of department under whom they severally

served, showing that their workmanship was "excellent" and conduct not less than "good."

(b) Those who have served in the Navy or Marine Corps for a period of six years or more, exclusive of apprentice service, in the same or in an allied trade to that for which requisition is made and whose honorable discharges or continuous-service certificates show that they are proficient in their respective ratings and that their average conduct is marked 4 or better.

Clause III.—All others on the register.

The mode of selection shall be as follows: Requisition having been made for a number of men of a given trade, the names of all under (a) of Clause I, paragraph 31 (veterans), registered in that trade shall be first taken, beginning with the first veteran on the list at the date of making the certification, in the order of registration, and ending with the last.

Next shall be taken the names of all under (b) of Clause I, paragraph 31, registered in the trade in the order of registration, beginning with the first on the list and ending with the last.

Next shall be taken the names of all under (c) of Clause I, paragraph 31, registered in the trade in the order of registration, beginning with the first on the list and ending with the last.

Next shall be taken the names of all under (d) of Clause I, paragraph 31, registered in the trade in the order of registration, beginning with the first on the list and ending with the last.

Next shall be taken the names of all of Clause II, paragraph 31, registered in the trade in the order of registration, beginning with the first on the list and ending with the last; but a special preference shall always be given to those persons who have received serious bodily injury while under employment at the yard, provided that their previous record at the yard was "good;" that they are capable of doing good work, and that their employment shall not involve loss to the Government.

Next shall be taken the names of all of Clause III, paragraph 31, registered in the trade, beginning with the first on the list and taking the names in the order of registration until the requisition is filled.

This course shall be pursued with every requisition, and no departure shall be made from the order of registration in the clauses named, nor shall any names of men registered be excluded or passed over, except in the case of the special requisitions hereinafter mentioned (paragraphs 39, 41, 46), nor shall any discrimination be exercised by the board of labor employment in regard to men who have been admitted to registration.

#### REQUISITIONS FOR LABOR—CERTIFICATIONS OF LABOR.

When the services of laborers or mechanics are required, the head of the department shall make, through the commandant, a requisition (Navy-Yard Orders, Form 6) upon the board, specifying the kind of service and the number in each occupation or trade required. This requisition must only call for employees of the trades specified in the quarterly schedule of wages approved by the Department for each yard. Upon the receipt of such requisition the recorder, under the direction of the board, shall send to the officer making the requisition the number of names called for, and at the same time he shall notify each person selected to report at the office of the labor board on or before a fixed date, due regard being given to the time required for the notice to reach its destination and for the applicant to report, and upon reporting and being identified, the recorder will direct him to report to the head of department to which he has been certified.

Where work requires a high degree of skill, heads of departments are authorized to make a special requisition "for workmen, first-class." But no such requisition shall be approved by the commandant unless, upon examination, he is fully satisfied that such qualification is necessary for the work in question.

Before certified applicants are taken on, the head of department shall make such test of their qualifications as will enable him to grade them provisionally and to ascertain if they are suitable for the work, and no person certified on a special requisition shall be taken on except as a first-class workman, and then only when the test made by the head of the department shows him entitled to be graded, provisionally, first class. Candidates favorably passed upon once may be passed on their record at subsequent certifications.

The head of the department shall then send to the board a "return of certified labor," containing the list of names as certified, with a statement of the provisional ratings of those employed; the causes of rejection, in the case of those rejected as unsuitable for the work, and whether any failed to respond at the time designated or declined the appointment. Those who fail to respond, unless they can give satisfactory reasons, and those who refuse work shall be dropped from the register; but this shall not prevent their filing a new application, which shall be duly considered by the board.

#### EMPLOYEES' PROMOTIONS—REDUCTIONS.

Such promotions and reductions, from one class to another in the same trade, as are required from time to time by the capacity of the employees and the needs of the service shall be made by the head of the department, with the commandant's approval, and written notice (Navy-Yard Orders, Form 8) shall be immediately sent to the board of labor employment, and the latter shall note the fact on the trade cards.

Helpers in specified trades under Schedule A, as approved for each navy-yard, are to be considered as in the line of promotion in the trade for which they have been registered as helpers. When they have shown the necessary capacity in the trade in question, and the labor board's list of mechanics in the trade in which they have been registered as helpers is exhausted, they may be promoted to fill vacancies.

Promotions and reratings of employees shall depend only upon the needs of the service, their proficiency, industry, regularity of attendance, interest shown in the work, quality of work, and good conduct, but no promotions or reratings shall be made in any occupation or trade in Schedules A or B, except those provided for in paragraphs 50, 51, 52, 54 of the order, without the approval of the Secretary of the Navy.

When by reason of want of work at any navy-yard reductions are made in the force of workmen, which involve a corresponding reduction in the superintending force, the head of the department shall report the changes he deems necessary in the latter force, with a recommendation in each case, having reference to individual qualifications, but adhering always to the rule that a foreman, quartermaster, or leadingman whose services are no longer required in his grade shall be given priority for retention in the next lower grade. This report shall be forwarded by the commandant with his recommendations to the Department for its action. (Navy-Yard Orders, Form 16.)

As an incentive to the performance of duty, employees previously rated as quartermen or leadingmen, and who have been or who shall hereafter be reduced in rating to first-class mechanics without fault of their own, shall for a period of one year after such reduction in rating be given preference for retention when a reduction of the force becomes necessary because of lack of work, etc., provided that in the judgment of the head of department their services and conduct entitle them to be retained.

Commandants of navy-yards are authorized to grant to per diem employees, laborers, and mechanics leave of absence without pay for a period not exceeding thirty days in any one year, provided that when discharges of laborers and mechanics become necessary from lack of work, lack of funds, etc., the efficiency of the per-

sons who are absent on leave shall be considered in making reductions, in accordance with the provisions of paragraphs 62 and 63 of the order, in the same manner as if they were at work. Applications shall be forwarded to the commandant through the head of department, and leave of absence shall not be granted to any person for the purpose of avoiding discharge because of lack of work, lack of funds, etc.

DISCHARGES.

When discharges are necessary from want of work, they shall be made on Navy-Yard Orders, Form 7, by the head of the department, subject to the approval of the commandant, and those whose services are of the least value shall be first dispensed with.

The head of each department shall be personally responsible for the performance of the duties enjoined upon him by the preceding paragraph, and it shall be his duty to familiarize himself from time to time, so far as may be, with the quality of the services rendered by each workman, in order that he may *himself* decide upon discharges.

It shall be the duty of the quartermen or, where there is no quartermen, of the leadingman to report in writing immediately to the foreman any mechanic or laborer under his direction who is inefficient, irregular in attendance, intemperate, indolent, or the character of whose work or conduct is unsatisfactory in any other respect. It shall be the duty of the foreman to take such measures as may be necessary to see that the quartermen perform this duty, and any quartermen found negligent in this respect or guilty of any favoritism or partiality shall be disgraced or discharged.

Upon receipt of such report from a quartermen the foreman shall look into the case and forward the report, with his recommendation indorsed thereon, to the head of the department.

The head of the department shall examine the case, and if, in his opinion, any further action than a warning is necessary he shall submit the report, with his recommendation indorsed thereon, to the commandant, who may at his discretion order the suspension, disgracing, or discharge of the workman, as in his judgment will best promote the interests of the Government, and then forward the report, with his action indorsed thereon, through the head of department, to the labor board. The board shall note the fact on the trade card of the workman and file the report.

When by reason of want of work at any navy-yard it becomes necessary to reduce the force, employees entitled to have their workmanship and conduct both rated as "excellent" may, upon the recommendation of the head of department, be furloughed by the commandant for a period not longer than ten days, if, in the opinion of the commandant, it is deemed best for the interest of the service.

All such furloughs, if for a period of more than three days, together with the cause thereof and the number of workmen affected thereby, will be immediately reported to the Department for its information. Such furloughs shall not be extended beyond the period above named (ten days), except with the Department's approval in writing.

EXAMINATIONS FOR FOREMAN, QUARTERMAN-IN-CHARGE, ETC.

Whenever a position in Schedule C shall become vacant, the commandant shall immediately report the fact to the Navy Department, which will cause public notice by advertisement to be given as soon as practicable, and will convene a board of officers, with a recorder, to hold a competitive examination to fill the vacancy. The notice shall state the day of the examination.

The examination shall be open to all comers who can give satisfactory evidence of experience in conducting the kind of work in which they seek employment, and who are citizens of the United States. Persons holding positions at the yard shall be admitted to competition on the same footing as the other applicants.



The examination shall be practical in character, having reference exclusively to the requirements of the position to be filled. It shall be directed to ascertain the applicant's knowledge of his business and his possession of the qualities that will enable him to get good work out of his men.

The applicant's antecedents and experience in his trade, as well as the character of his previous work, shall be duly considered by the board in making its recommendations.

The board shall make sufficient inquiry to ascertain that the applicants recommended are physically fit for the work; that they have enough education to make the required reports, estimates, and calculations; that they are of reputable character and of sober and industrious habits, and that they have not been convicted of such crime or misdemeanor as would render their employment undesirable.

At the close of the examination the board shall make a report, through the commandant, to the Secretary of the Navy, showing the comparative merit of the applicants for each vacancy and designating for appointment the name of the individual who, in its opinion, is best qualified for the place. The record of the proceedings of the board, with all applications, certificates, and other papers, shall be filed in the office of the board of labor employment.

#### SPECIAL EMPLOYMENTS (SCHEDULE D).

Special employments (Schedule D) shall comprise those forms of labor which can not be classified under any of the ordinary trades.

Persons appointed to special employment shall be of two ratings:

I. Special mechanics.

II. Special laborers.

Each rating shall consist of four classes—first, second, third, and fourth, according to the rate of pay—which shall be fixed by the Department.

Heads of departments at yards requiring the services of a special mechanic or special laborer shall notify the board of labor employment, stating the character of the work required and the reason therefor. If, in the opinion of the board, the work described can not advantageously be classified under either of the trade schedules (A and B) and can not be supplied by the method of registration, they shall indorse the notification to that effect and transmit it to the commandant, to be forwarded with his recommendation to the Secretary of the Navy for action. Before making the recommendation the commandant shall satisfy himself as to whether the special employee is really needed.

When a vacancy occurs in any position under Schedule D, from any cause whatever, the head of the department in which the vacancy occurs shall immediately report the fact to the commandant of the yard, who shall forward it to the Secretary of the Navy direct.

The attention of commandants, under whose supervision the board of labor employment and the heads of departments perform the duties herein prescribed, is called to the fact that every man whose name has once been admitted to the register is entitled to be certified when his name has been reached, and that every man whose name has been certified is entitled to a fair and impartial trial from the head of the department. Commandants will be held strictly responsible for the execution of this order.

#### EMPLOYMENT OF APPRENTICES.

Applicants for examination for appointment as apprentices will be registered in the order of their completed applications with the board of labor employment at the navy-yard at which they desire appointment. Such applicants for registration must be over 15 and under 17 years of age. Applicants who are unfit or in any way disqualified to perform the service will not be entered on the register.

When it is desired to make appointments, double the number of names as there are vacancies to be filled are taken in the order of their registration from those highest on the register, and notices are sent to the applicants whose names are thus taken to present themselves for competitive examination. Certification is made according to the relative standing of those who pass a satisfactory examination. The applicant who attains the highest grade will be allowed his choice of the vacant apprenticeships. The applicant receiving the next highest grade has choice of the remaining vacancies, this course to be continued until all vacancies are filled.

Those who pass a satisfactory examination but fail to receive appointment will retain their original numbers on the register, but upon failure to receive appointment after two examinations, the registration number is lost and the applicant must reregister, if at all, at the bottom of the list.

Failure to pass a satisfactory examination drops a name from the register and bars reregistry for one year.

Quarterly reports are made as to the general conduct and progress of apprentices, the standing of each apprentice being stated in one of the following grades: "Excellent," "good," "very good," "fair," or "poor." All apprentices who are reported less than "good" will have their cases examined into for such action as will, in the judgment of the head of the department, promote the best interests of the service.

Annual examinations of apprentices are held for the purpose of determining the improvement which has been made during the year. In case of reasonably satisfactory progress and good conduct the apprentice is entitled to increase in pay; otherwise he will be discharged from the service.

At the expiration of apprenticeship all apprentices who pass a satisfactory examination will receive certificates from the board to that effect. All apprentices receiving such certificates will be continued in employment, and will be placed on the same footing as regular mechanics employed through the board of labor employment.

Apprentices may be laid off on account of suspension of work. They will receive no pay during this period, and when work is resumed they will be reinstated.

#### POST-OFFICE DEPARTMENT.

##### RAILWAY-MAIL SERVICE—SUMMARY OF REGULATIONS GOVERNING PROMOTIONS.

I. The case examination and car record constitute the examination for promotion to any position in a railway post-office, eligibility for promotion being determined by the board of promotions after considering such qualities as judgment, character, ability, and general qualifications of the persons competing, and embracing the elements which are essential to a fair and accurate determination of relative merit.

II. Clerks in railway post-offices, or clerks assigned to various offices in the service, are required to have had a standing of 95 per cent or over in the States and cities necessary for them to be examined upon, within three years next preceding the date of the occurrence of the vacancy, in order to be eligible for promotion.

III. No person shall be promoted by detail or transfer to a position which may be filled by promotion of an employee who is eligible under the regulations.

IV. A vacancy in any class except the lowest is filled by the promotion of an eligible from the next lower class of the same railway post-office, or from the next lower class in the same office other than a railway post-office, or from the next lower class of the same division, respectively; or in case a vacancy is in the highest class filled by promotion, it is filled by promotion from the next lower class of the entire service: *Provided*, That if there are fewer than three eligibles and a full certification is desired, additional eligibles from corresponding classes in railway post-offices on connecting lines, or eligibles from other offices than railway post-offices, or eligibles from other divisions are certified.

V. When the qualifications of eligibles are practically equal, seniority, in the class and line or in the office, determines which shall be promoted.

(The regulations appear in the Eighteenth Report of the Commission, beginning at p. 79. A change in the regulations, effective July 1, 1903, has been made necessary by an act of Congress establishing a new class of clerks.)

#### SUMMARY OF REGULATIONS GOVERNING THE APPOINTMENT OF CARRIERS IN THE RURAL FREE-DELIVERY SERVICE.

(Effective February 1, 1904.)

Applications for rural carrier may be obtained from the postmaster at any office from which rural service is already in operation or is about to be established.

Applicants must be citizens of the United States; they must be between the ages of 17 and 55 (except in case of honorably discharged soldiers or sailors of the civil or the Spanish-American wars, who may be examined without regard to age); they must have lived for at least one year within the territory supplied or to be supplied by the post-office at which employment is sought; they must be physically able to perform the service under all conditions of weather, must be of good character and reputation, and must be able to furnish a suitable substitute and the necessary equipment (horse and wagon or cart).

All those applicants who come within the requirements of the regulations and who file properly completed applications will be notified to appear at some convenient place for examination. The examination is a simple and practical test touching only those subjects brought in daily use by rural carriers. It consists of a few questions concerning registry and money-order fees and of tests in filling out receipts, simple addition, and reading and writing addresses.

The names of those who pass the examination are placed upon the eligible register in the order of their rating, and the person standing highest is certified for appointment. Whenever as many as five patrons of a route submit sworn statements in writing that an eligible is unsuitable for appointment, the Commission may submit the question of suitability to all the heads of families residing on the route, and if from their statements the Commission is satisfied that the applicant is not suitable for appointment his name will be stricken from the eligible register.

NOTE.—The regulations of which the above is a summary were approved by the Commission and the Post-Office Department on December 3, 1903, to be effective on February 1, 1904. Under the regulations in effect up to February 1, 1904, the examination consists of filling out the application form (which includes the filling out of registry and money-order receipts) in the presence of the examiner, an exercise in reading addresses, and the report of the examiner concerning the applicant's character, ability, reputation, and acceptability to the patrons of the route.

#### DEPARTMENT OF AGRICULTURE.

##### SUMMARY OF GENERAL REGULATIONS GOVERNING PROMOTIONS.

The regulations are similar to those for the Navy Department.

#### SUMMARY OF REGULATIONS GOVERNING PROMOTION OF TAGGERS TO STOCK EXAMINERS, BUREAU OF ANIMAL INDUSTRY.

I. Examinations are held by an auxiliary board of examiners representing the Bureau of Animal Industry, and the papers are marked jointly by this board and the Commission.

II. The examination consists of (1) practical written examination; (2) oral examination, of which full stenographic record is filed with the papers; (3) efficiency rating, and (4) deportment determined by an investigation, full stenographic record of which is filed with the papers, each of the elements having a weight of 25 per cent.

III. No person who receives a rating of less than 85 per cent for either efficiency or deportment, or less than 70 per cent in the oral and written parts of the examination, is eligible for promotion.

IV. The registers are kept and certifications made by the Commission.

(The regulations appear in full in the Eighteenth Report of the Commission, beginning at p. 96.)

# DEPARTMENT OF COMMERCE AND LABOR.

## COAST AND GEODETIC SURVEY—SUMMARY OF REGULATIONS GOVERNING PERSONS EMPLOYED ON VESSELS.

I. These regulations apply to the appointment, promotion, and transfer of employees to the positions of watch officer; deck officer, first, second, and third class; chief engineer, first, second, and third class; surgeon; assistant surgeon; captain's clerk, and junior captain's clerk.

II. Vacancies may be filled by transfer or promotion of a person in some other position named by transfer from another branch of the classified service, or by selection from registers of eligibles.

III. *Requirements.*—Rigid physical examination and satisfactory evidence as to character and integrity; competitive educational and registration tests. (For descriptions of examinations, see Manual of Examinations.)

IV. *Qualifications required.*—Watch officer: License as local inspector of steam vessels as second mate or higher for ocean 500 tons; age limits, 21 to 36 years.

Deck officer, second class: Several years' experience on water in management of boats and small craft, and graduation in a technical course; age not to exceed 25 years.

Deck officer, third class: Age limits, 18 to 25 years.

Chief engineer: License as chief engineer for ocean 500 tons; age limits, 25 to 45 years.

Assistant surgeon: The same examination as is required for the position of acting assistant surgeon, Public Health and Marine-Hospital Service; age, 20 years or over.

Junior captain's clerk: Age limits, 18 to 25 years.

V. Persons taking examination for original entrance to the service must secure a mark of at least 70 in the general average of the combined tests, but any person who fails to secure a mark of 65 in either of the tests must be rejected regardless of his mark on the other test.

VI. Promotions are recommended by the superintendent as the necessities of the service may require, and he selects from the next lower grade persons for examination for promotion, due weights being given to reports of fitness by commanding officers. Selections for promotion will depend upon the officer's usefulness as a seaman or in the surveying work in which he may be called upon for assistance.

VII. The examination for promotion is proportioned according to the advancement, and includes such practical tests and questions as will determine what progress the officer has made through study and experience to qualify him for more responsible duties.

VIII. Any officer failing to pass an examination for promotion, and who shall be ordered before the board for a second examination within one year thereafter and fails to pass the second time, shall be immediately separated from the service.

IX. Examinations for transfer are the same as for original entrance, unless the Commission should decide that the person has already passed an examination which is a sufficient substitute.

(The regulations appear in full in the Eighteenth Report of the Commission, beginning at p. 110.)

## LIGHT-HOUSE SERVICE—SUMMARY OF GENERAL INSTRUCTIONS ISSUED TO LOCAL BOARDS.

Applicants for positions of keeper, assistant keeper, master, pilot, mate, engineer, carpenter, blacksmith, machinist, watchman, and the like, obtain from and file with the local board of the district Form 1025. The examination is noneducational (see "General provisions," on page 98). Special experience, or knowledge must be shown when the position demands it. Different registers of eligibles are established for light keepers according to their ability to run revolving light-house machinery; steam fog-signal machinery; both the above; boats and revolving or steam machinery, or both; fixed lights on shore. Separate registers exist for each of the other positions heretofore mentioned. New names are added to the registers every three months.

## OFFICES OF SHIPPING COMMISSIONERS—SUMMARY OF REGULATIONS.

The classified positions are arranged under three schedules: A, executive; B, clerical, and C, miscellaneous. Vacancies are filled preferably by transfer, promotion, or reinstatement, but the original entrance examinations are as follows: For A, orthography, penmanship, copying, letter writing, arithmetic, and practical questions; for B, subjects as above, with the addition of elements of accounts, and different practical questions; for C, a simpler examination in the above subjects except elements of accounts, with different practical questions. Experience in similar work constitutes 25 per cent in each of these examinations. Promotions within a schedule may be made upon tests satisfactory to the Department and Commission, and to another schedule subject to the original entrance examination and a service of one year. All promotions are subject to Rule XI, and transfers to a higher class are treated as promotions.

## COMMISSION OF FISH AND FISHERIES—SUMMARY OF REGULATIONS GOVERNING PROMOTIONS.

Length of service, seniority, previous efficiency, and adaptability are taken into consideration, in addition to which an examination to test the special qualifications of the candidate is given.

## GOVERNMENT PRINTING OFFICE.

## SUMMARY OF PROMOTION REGULATIONS.

I. The employees of the Government Printing Office are grouped as follows:

*First group.*—All skilled laborers.

*Second group.*—All persons employed in the mechanical trades, including proof readers and copyholders.

*Third group.*—All persons employed in a clerical capacity.

II. Promotions from class to class within the same grade and group are made on tests of fitness prescribed by the Public Printer, unless disapproved by the Commission.

III. Persons are retransferred to groups and grades in which they formerly served, without examination.

IV. Promotions, except as above permitted, are subject to competitive examination, and no employee may be promoted from a group until he has served six months therein.

V. The examination for promotion to any grade in group 2 is the same as that for original entrance.

VI. Promotions to vacancies in group 3, in which knowledge of a mechanical trade or skilled occupation is required, are made from among employees whose efficiency reports show them to be best qualified, and who have been designated for examination by the Public Printer. The examination consists of the first-grade examination,

with such practical questions pertaining to the position as may be determined by the Public Printer and the Commission.

VII. The highest three eligibles are certified for promotion.

VIII. No promotion may be made during probation, unless the probationer had formerly served satisfactorily in the same group.

(The regulations appear in full in the Eighteenth Report of the Commission, beginning at p. 117.)

#### MISCELLANEOUS.

#### SUMMARY OF REGULATIONS GOVERNING THE CONSOLIDATED BOARDS OF EXAMINERS FOR THE DISTRICTS OF BOSTON, NEW YORK, PHILADELPHIA, AND SAN FRANCISCO.

The First United States Civil Service District, with headquarters at Boston, Mass., comprises classified offices as follows:

Post-offices and custom-houses in the States of Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut (except those in the counties of Fairfield and New Haven, in the State of Connecticut).

The subtreasury service at Boston, Mass., and the custodian service in cities in this district where Federal buildings are located are also included.

The Second United States Civil Service District, with headquarters at New York City, comprises the following classified offices:

Customs offices in New York, N. Y.; Plattsburg, N. Y.; Newark, N. J.; Bridgeport and New Haven, Conn.

Post-offices in the counties of Columbia, Greene, Rensselaer, Albany, Schoharie, Schenectady, Montgomery, Fulton, Saratoga, Hamilton, Washington, Warren, Essex, Clinton, Franklin, Dutchess, Kings, Nassau, New York, Orange, Putnam, Queens, Richmond, Rockland, Suffolk, Sullivan, Ulster, and Westchester, in the State of New York; in the counties of Fairfield and New Haven, in the State of Connecticut; in the counties of Bergen, Essex, Hudson, Morris, Passaic, Sussex, and Union, in the State of New Jersey.

Subtreasury in New York City.

Assay Office in New York City.

Custodian service in cities in this district where Federal buildings are located.

The Third United States Civil Service District, with headquarters at Philadelphia, Pa., comprises the following classified offices:

Customs offices in Philadelphia, Pa.; Wilmington, Del.; Bridgeton, N. J.; Perth Amboy, N. J.; Somers Point, N. J.; Trenton, N. J.; Tuckerton, N. J.

Post-offices in the counties of Kent, Newcastle, and Sussex, in the State of Delaware; in the counties of Atlantic, Burlington, Camden, Cape May, Cumberland, Gloucester, Hunterdon, Mercer, Middlesex, Monmouth, Ocean, Salem, Somerset, and Warren, in the State of New Jersey; and in the counties of Adams, Bedford, Berks, Blair, Bradford, Bucks, Cameron, Carbon, Center, Chester, Clinton, Columbia, Cumberland, Dauphin, Delaware, Franklin, Fulton, Huntingdon, Juniata, Lackawanna, Lancaster, Lebanon, Lehigh, Luzerne, Lycoming, Mifflin, Monroe, Montgomery, Montour, Northampton, Northumberland, Perry, Philadelphia, Pike, Potter, Schuylkill, Snyder, Sullivan, Susquehanna, Tioga, Union, Wayne, Wyoming, and York, in the State of Pennsylvania.

Subtreasury in Philadelphia, Pa.

Mint and Assay Office in Philadelphia, Pa.

Custodian service in cities in this district where Federal buildings are located.

The United States civil-service district of San Francisco includes 13 post-offices in central California, and the custom-house, subtreasury, and mint and assay office at San Francisco.

In each of the above districts the regulations provide for a consolidated board of examiners composed of persons selected by the Commission from the several branches of the Federal service embraced in the districts. These boards have supervision over the examinations in their respective districts; supply applicants with the information and application blanks; make certifications from the local registers of eligibles, upon request of the nominating officers; act as custodians of all records and supplies of blank forms, etc.; carry out the instructions of the Commission, and make an annual report to the Commission concerning their work. Certain employees at offices having no representation on the consolidated boards are designated as auxiliary members. Such members aid the consolidated board in all practical ways, furnishing applicants with blanks, answering inquiries, and aiding in the conduct of examinations. The auxiliary members transact business with the Commission only through the consolidated board.

#### LIMITS OF DISTRICTS FOR THE PURPOSE OF CERTIFICATION IN THE VARIOUS FIELD SERVICES OF THE CLASSIFIED SERVICE.

In pursuance of section 3 of Rule VII the Commission has arranged districts of certification for the following branches of the service: Shipping commissioners' offices; immigration service; General Land Office; navy-yard service; tagger and stock examiner, Department of Agriculture; Railway Mail Service; pension agencies; Steamboat-Inspection Service; Public Health and Marine-Hospital Service; Light-House Service; Life-Saving Service; mint and assay service; cadet, Revenue-Cutter Service; assistant custodian and janitor service; subtreasury service; Engineer Department at large; Ordnance Department at large; customs service; Post-Office service; Government printing service; Internal-Revenue Service.

The details in regard to such districts as applicable to any particular position are stated in the "Manual of Examinations" in connection with the description of the examination for such position, and a general statement of the limits of such districts is published in the Fifteenth Report, pages 142-165.

#### GENERAL PROVISIONS COMMON TO THE REGULATIONS OF ALL OR SEVERAL BRANCHES OF THE SERVICE.

The examination for noneducational positions consists in filing with the Commission or one of its local boards, on a prescribed form furnished for the purpose, statements by the applicant, by people who know him, and in some cases by a physician who has examined him. The ratings are based upon the applicant's age, character as a workman, experience, and physical condition, with some modifications and omissions for certain branches of the service. The names of those rated at or above 70 are arranged according to their ratings, with the highest first. Such a list constitutes an eligible register, and a separate one is established generally for each kind of position or occupation. The Commission or its local representative certifies the highest three on the proper register in case of a vacancy, and the appointing officer selects one. Each eligible remains on the register for one year, but if selected, or certified three times without selection, his name is dropped. There are more than one thousand local boards of examiners throughout the country acting as representatives of the Commission.

## EXTENT OF THE CLASSIFIED SERVICE.

The seventeenth and several preceding reports of the Commission showed the extensions of the classified service from January 16, 1883, to dates of publication, in tables giving in detail the number of persons classified by the first and all succeeding orders of classification, and the growth of the service by extension of classification to post-offices receiving free-delivery service and to custom-houses attaining a sufficient number of employees to extend classification thereto under the civil-service rules. The number of positions which had been thus brought into the classified service and of which detailed account had been kept numbered 83,737 on June 30, 1901. The natural growth of the service, by increase in the number of employees in departments and offices already classified, was not included as an item in making up this statement, and there were also other additions made before that time, the precise number of which has since been ascertained. Such additions, together with those made since that time and up to June 30, 1903, are shown in the following table:

Inclusions as shown by seventeenth report (p. 202) .....	83,737
January 20, 1899, temporary employees of the Navy Department made permanent under special rule <sup>a</sup> .....	134
May 29, 1899, temporary employees serving on that date and since made permanent under paragraph 15 of Rule VIII (see Schedule A, Section I, clause 10) <sup>a</sup> .....	1,221
May 24, 1900, yeomen classified under special rule .....	26
August 1, 1901, employees of the Florida State board of health transferred to the Marine-Hospital Service .....	32
November 18, 1901, field services, War Department, reincluded .....	1,838
November 27, 1901, rural free-delivery service—clerks, route inspectors, special agents, messengers, etc. ....	342
February 1, 1902, rural free-delivery service—carriers <sup>b</sup> .....	6,009
April 28, 1902, temporary war emergency employees transferred to the classified service by act of Congress <sup>a</sup> .....	850
July 1, 1902, Census Office employees classified by act of March 6, 1902 .....	837
July 3, 1902, employees of the military government in Cuba appointed under special rule <sup>a</sup> ....	57
October 4, 1902, persons employed on construction of Government Printing Office building, continued on War College and Washington Barracks under special rule .....	10
February 11, 1903, temporary employees at insular naval stations absolutely appointed .....	34
Employees at post-offices given free delivery, from July 1, 1901, to June 30, 1903 .....	588
January 16, 1883, to June 30, 1903, number of places classified, as shown by detailed statement of extension, excluding natural growth of the service .....	95,715

The total given above does not show the number of persons in the classified service, for the reason that the increase by mere natural growth has not been included. Statistics based upon official reports of the Departments and offices, which will show the extent of the executive civil service, are now in course of preparation.

*Statement showing by departments and offices the number of persons who passed, with their positions, from the exempted to the competitive class under the rules as amended on or since April 15, 1903.*

Treasury:	
Department proper .....	3
Immigration service .....	3
Shipping commissioners .....	21
War: National military parks .....	81
Navy: Paymasters' clerks .....	10

<sup>a</sup> The temporary employees made permanent under the special rule of January 20, 1899, and under paragraph 15 of Rule VIII of the rules as amended on May 29, 1899, and special rule of July 3, 1902, have been included in this statement for the reason that it was claimed that nearly all such employees were additional and were rendered necessary on account of the war with Spain, and their retention in the service constitutes a growth in the number of classified employees.

<sup>b</sup> The number of rural carriers had grown to nearly 20,000 on June 30, 1903.



Interior:	
Indian service .....	39
Land service .....	120
Pension agencies .....	16
Smithsonian Institution .....	1
Total .....	294

## EXTENSION OF THE MERIT SYSTEM TO LABORERS IN THE FEDERAL SERVICE.

The civil-service act did not contemplate the classification of mere laborers, and nothing was done except at navy-yards toward taking these positions out of politics until the Executive order of July 3, 1902. This order, supplemented by others of March 26 and of July 8, 1903, requires that appointments of all unclassified laborers in the executive civil service shall be made, with the assistance of the United States Civil Service Commission, under a system of registration to test the relative fitness of applicants for appointment or employment as mere laborers or workmen, which shall be competitive and open to all citizens of the United States qualified in respect to age, physical ability, moral character, and industry and adaptability for manual labor, except that in case of veterans of the civil war the element of age shall be omitted. There are about 2,235 laborer positions in Washington and 30,000 outside.

This system of appointments is distinct from the classified service, and does not classify positions of mere laborers under the civil-service act and rules. A registration system for the employment of labor at navy-yards was devised by Secretary Tracy in 1891, which excluded personal preferences and partisan considerations in such employment. When the regulations were adopted they necessarily covered and kept in place the employees then in the service. No tests were, or indeed could well be, applied to them. The result was that a large majority of the employees thus protected were members of the political party then in power. Foremen, it is true, were, upon the adoption of the rules, required to submit to examination in competition with outsiders; but as proven capacity in the management of men, gained by experience in their places, necessarily counted for much in the examination, most of the foremen retained their positions.

Upon the change of Administration in 1893 pressure was brought to bear to disregard the rules, or at least to abrogate them until the representation of the political parties in the yards should be equalized. It was contended, with much show of truth, that laborers of the party which had come into power, believing the rules to be but a sham, had failed to register for places, but Secretary Herbert said that if a nonpartisan system was ever to be enforced it must have a beginning, and if he as Secretary, coming in after the adoption of rules against which the only objection was present inequality of political representation, should attempt equalization from his standpoint, every succeeding Secretary would have excuse for taking "his bite at the cheese," and so the prospect would be that the whole system would be eventually nibbled away to nothing. It was therefore determined, with the concurrence of President Cleveland, that, for the good of the Government, the system should be adhered to. The changes which have occurred in the force incident to discharges for cause, dropping for want of work, and the taking on through the labor board, have doubtless equalized the representation of political parties. President Cleveland, with a view of giving these regulations stability independent of changes of Administration, provided by Executive order of November 2, 1896, that no modification of the regulations should be made without the approval of the United States Civil Service Commission. This system continues to be commended without exception by all naval officers and others whose duties have brought them in contact with it.

A degree of success has been had in applying noneducational tests to the positions of skilled laborers and workmen throughout the classified service. About 25,000 classified positions are now filled through examination, which consists in filing with the Commission or one of its local boards, on a prescribed form furnished for the purpose, statements by the applicant, by people who know him, and in some cases by a physician who has examined him. The ratings are based upon the applicant's age, character as a workman, experience, and physical condition. The names of those who obtain a rating of 70 or above are arranged according to their ratings, making an eligible register, divided for each kind of position or occupation. The Commission, or its local representative, certifies the highest three on the proper register for each vacancy, and from these a selection must be made. Each eligible remains on the register for one year; but if selected, or certified three times without selection, is dropped. There are more than one thousand local boards of examiners throughout the country acting as representatives of the Commission in the conduct of these examinations.

The success attendant upon the navy-yard system and the examinations of the Commission for noneducational positions show the practicability of applying a like system to positions of unclassified laborers. It is made plain that under such a system the tests applied to applicants would be much more accurate than can be the case where the inspection is made by appointing officers themselves, and these officers would be relieved by being aided in that inspection. A marking is given for physical fitness by a physician detailed for that purpose. The applicant appears before him, stripped; his general physique and circulatory and respiratory systems are tested, and he is questioned respecting his health. Lifting tests are also applied. For any serious defect the applicant is rejected outright. Suitable deductions are made from a maximum of 100 for any less serious defect or lack of muscularity. The examination is as stringent as that required by insurance companies. An applicant, to receive a mark of 98, must be free from internal defects, and his muscular development must show that he is well adapted for and accustomed to hard labor. The mere claims of the applicant himself or the vouchers in the application have slight weight in determining the rating on physical condition.

The regulations for some of the Departments require that the laborer be given a separation card with reasons for his removal, but do not require a trial or hearing, dealing chiefly with tests of fitness for appointment. Instead of removals being made more difficult under such a system, they are in fact easier, as it is easier to remove a laborer appointed purely upon a rating for fitness than one who was appointed because of his backing. The regulations do not rest solely upon the implication that there are existing abuses needing correction by their adoption, but they are justified alone for purely business reasons and for increasing the efficiency of the service. They are now applied in the large Departments at Washington and in the post-office at Philadelphia.

The Executive order of March 26, 1903, states that it is desirable that the regulations now in effect in the Departments at Washington shall be extended as rapidly as may be found practicable to the offices outside of Washington. A system of regulations has been prepared for the Federal offices at Boston, but has not as yet been adopted. It will be easier to apply the system first at the largest outside offices where the officers have had experience in the operation of the competitive system and would be most likely to welcome the adoption of similar tests in the appointment of laborers, which would be more scientific than selection upon mere personal observation. Wherever these tests have been applied in the appointment of laborers it has resulted in a check upon extravagance by decreasing the number of unnecessary positions and by increasing the efficiency of the employees remaining. It has decreased expenditures for salaries, and effected economies in other directions. It has afforded marked relief to officials from importunities from applicants and their

friends. The Assistant Secretary of the Navy, in 1898, gave the following testimony before a Senate committee:

Since I have come in I have investigated personally the employment of labor in all the big yards on the Atlantic coast, and, by deputy, I have investigated the employment of labor in the Mare Island Navy-Yard. I have investigated personally New York, League Island, Boston, and Norfolk. I have spoken to the various officers, the chiefs of construction, admirals, and captains detailed as commandants, captains of yards, paymasters, etc. Without exception every man has informed me that the change for the better has been beyond belief since the navy-yard labor force has been employed without regard to politics. \* \* \* They say that they get their work done quicker; that they get their work done better. \* \* \* For instance, Commodore Erben reported in writing—

"The general effect of the system has been to reduce the cost of all work done in the yard during the year about 25 per cent."

Every Secretary of the Navy since the establishment of the labor system at navy-yards has testified to the striking success of the system. A good deal of testimony might be given respecting the work of similar systems in the municipal services in Boston and elsewhere. Commissioner Russell, of the Massachusetts commission, said of the working of the system in Boston that it has made fewer changes and discharges by taking away what is always the predominant cause of removal from the Government service, the power, and the always consequent demand to fill the public service by political or personal friends; that it has lessened the temptation to increase appropriations for the sole purpose of furnishing employment to friends and henchmen, and so materially reduces the municipal expense. The advantage to the laborer is manifest. Instead of loitering around the city hall to importune his alderman or councilman and to promise personal or political support in return for the right to labor at the public expense, he can now go to that labor upon his manhood and merit, with the full knowledge that he is to be judged by the character of his work, and not by the complexion of his politics; that the only credential needed is the certificate of work well performed.

The pressure for appointment in the Federal service having been removed from classified positions was concentrated upon the unclassified laborers. The result was that while there was an actual decrease in the number of classified positions, notwithstanding a great increase in the amount of classified work, there was a very large increase in the number of unclassified positions in order to make positions for patronage reasons. In 1896 the Commission found that since 1883, when the civil-service law was enacted, there had been an increase of 37 per cent in the number and 43 per cent in the salaries of the unclassified places, while there had been a slight decrease in the number of positions originally classified under the civil-service act, as well as a decrease in the appropriations for those positions. It thus appeared that the positions subject to competitive examination increased not because of extra appropriations but on account of the extensions of the classified service to cover unclassified positions. Practically all of the increase in the number of positions occurred before they were included in the classified service. It is shown by the statistics that if the classified positions in Washington had increased in the same proportion as the unclassified positions while unclassified, an extra yearly expenditure, covering many times the cost of the maintenance of the Commission, would be required to pay the salaries of Government employees. The temptation to increase the number of employees or to retain employees when there was no work for them to do, which was such a characteristic feature of the spoils system, has entirely disappeared under the new system. The pressure for offices having been removed, decreases of force have been made from time to time in the classified service of the Departments because there was no object in keeping unemployed persons on the pay roll.

It was inevitable that, as the door to the unclassified service was left wide open, *persons who were not able to get in through the competitive door, but who had suffi-*

cient backing, would be appointed nominally as laborers, but in fact to do clerical work. Mere Executive orders could not stop this. The result was that the demand for laborer's places for people who were really clerks was such that the real laboring force in the Departments was reduced to the smallest proportions. The practice of appointing persons as unclassified laborers to do clerk and other classified duty was unjust to persons who took the examinations for the classified service, who had a right to expect that persons appointed to do classified duty would be appointed through the competitive examinations. It was also unjust to persons who were qualified for mere manual labor but who might not be qualified or did not desire to compete for classified duty.

In the revision of the rules of May 6, 1896, President Cleveland provided that all positions whose occupants were designated as laborers and who were regularly assigned to classified duty should be classified. It was believed that this would correct the evil and that further evasions of the law would be prevented, as the action of the head of a Department under an Executive order would be final. Vacancies in those places classified by the order were thereafter to be filled only by certification from the competitive registers of eligibles, and no unclassified laborer was thereafter to be assigned to any classified duty. It was believed that if the Departments designated by name those so-called laborers who became classified by the Executive order and those who remained unclassified, the line would be so distinctly drawn that it would be clearly maintained and there would be no repetition of the evil which had grown up in the absence of a specific rule to prevent it. Under that order the heads of Departments reported 523 persons entitled to classification. Notwithstanding this interpretation of the order, several of the heads of Departments asserted the right, upon the occurrence of a vacancy in a position of classified laborer, of employing a mere laborer, without examination, to fill the vacated place.

A number of these classified positions were withdrawn from the classified service in this way, and in some instances the persons appointed to fill them were not of the laboring class at all, but they were appointed to do, and did do, clerical work. It thus became evident that a classification to be genuine should be based upon the character of the work to be performed, and not upon mere designation, which is often false in fact. The places in which work relating to the classified service is performed should be open to honest competition. If the work performed in any particular position is chiefly work which belongs to the classified service, then the position should be treated as within the classification, to be filled originally through examination under the civil-service rules.

One evil in the assignment of unclassified laborers to classified duty arose in the claim for promotion to the classified service by reason of experience and capability acquired in the outside class. The abuses in the appointment of laborers to do clerical duty compelled the adoption of rules by Presidents Arthur, Cleveland, and Harrison allowing promotions, upon noncompetitive examination, from the unclassified to the classified service. Many of those who secured promotions under these rules were people who had been originally appointed through personal or political influences and who were not as competent as the average person appointed through competition. Many failed outright in the promotion examinations, and some failed on second and third trials. As a whole, they were to a marked extent of a lower intellectual grade than the persons who received appointments in the regular way. Many thus admitted to the classified service were not entitled to promotion on their merits. President Harrison therefore revoked the rule which allowed these promotions. Of course, in some instances the rule worked well, but it generally worked ill, and the Commission stated, in 1891, that the revocation of the rule was one of the best changes which had been made in the then recent years.

A strict compliance with the rules would have necessitated a determination of what constitutes work of the same grade as that performed by classified employees, and

either a uniform consistency on the part of appointing officers in treating all positions of laborer in which classified work was performed as within the classified service, or a very minute supervision by the Commission of all appointments of laborers. In the press of work following the revision of May 6, 1896, when every effort was directed to matters of more vital importance, such supervision on the part of the Commission was impossible. Efforts were made from time to time to correct individual cases of abuse which came to the attention of the Commission, but the absence of a clear and authoritative definition as to what constituted classified work, the fact that each appointing officer was free to place his own interpretation upon the meaning of the Executive order, and above all, the fact that under the terms of the order all laborers could be appointed without examination, the prohibition only applying to their assignment after appointment, led to the practical nullification of the prohibition of assignment to classified work in several Departments.

From the beginning the Commission had kept a record of the employees appointed to the service through examination. Early in 1897 this record was enlarged to include the official history of all classified employees, whether they had entered the service by classification or examination. At about the same time the Commission began to write letters to the Departments requesting them to report changes in the unclassified service. A record of the unclassified service was begun at that time, however, and efforts were continued to secure regular and complete reports monthly from all the Departments, with only partial success, until in January, 1902, the necessity of carefully auditing changes in the unclassified service as a safeguard to the classified service being apparent, the President amended the rules to require the Departments to furnish the Commission a list of the employees in Washington who had been treated as below classification, including the names of all persons in the service appointed without certification by the Commission since the classification of the office, with a statement of the duties in detail sufficient to enable the Commission to determine the status of each position as classified or unclassified, a similar report to be furnished in the case of each person appointed thereafter in a position regarded as unclassified.

The information furnished under this amendment disclosed the fact that about 800 persons appointed as mere laborers, without examination, were assigned to work of the same grade as that performed by classified employees, the duties ranging from those pertaining to the mechanical trades on the one hand to stenography and typewriting and laboratory work on the other. As the separation at one time of a considerable force of experienced employees, however appointed, would seem likely to be detrimental to the conditions of efficient administration, and embarrassing to the Departments, the Commission did not demand the removal of these employees, but took measures to prevent improper appointments or assignments of the sort in future. To prevent the possibility of his promotion to the classified service, a record was made of each employee who had been improperly appointed or assigned. A list of duties was formulated and sent to the Departments, any of which when pertaining to a position of laborer would necessitate its treatment as classified, and a detailed statement of the work to be performed by each person appointed as an unclassified laborer was required and entered upon his card. Having thus drawn the line between the classified and unclassified service, action was taken with a view to affording to the classified service some degree of protection from the evils which afflicted the entire service prior to the passage of the civil-service act, and which, since that time, have pressed more heavily upon the humble unprotected laborer.

The following Departments and Government establishments have adopted regulations in accordance with the order of July 3, 1902, requiring registration for laborers: Department of Agriculture, July 3, 1902; Post-Office Department, July 3, 1902; Treasury Department, July 21, 1902; Government Printing Office, July 28, 1902; Smithsonian Institution, August 1, 1902; Department of the Interior, September 23,

1902; and the Department of Commerce and Labor is considering the adoption of regulations.

The authority for the order and the regulations established thereunder is contained in the Constitution and in section 1753, Revised Statutes, which is in part as follows:

The President is authorized to prescribe such regulations for the admission of persons into the civil service of the United States as may best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and ability for the branch of service into which he seeks to enter; \* \* \*

The relation of the unclassified service to the classified service is not changed, and the system of labor registration is entirely independent of the civil-service act and rules. The regulations of each Department are separate and unrelated to each other, though they all contain several similar essential provisions. It is desirable to have uniform regulations under a joint board for the entire service, and this may be brought about in time.

In each Department a board, consisting of not less than three employees, designated by the head of the Department, is charged with the administration of the regulations. The application and examination consists of written statements by the applicant and three reputable citizens, who have knowledge of and are competent to testify as to the applicant's character and qualifications for performing manual labor, and of a physical examination. The applications are rated at stated intervals upon the elements of age, physical qualifications, and industry and adaptability. The names of applicants rated at 70 or more on the basis of 100 are entered on registers according to sex in the order of their relative ratings, with the names of applicants entitled to preference under section 1754, Revised Statutes, ahead of all others. The age limit is not considered in the case of civil-war veterans. Certification is made of the highest three names which have not been certified three times. The period of eligibility is one year, except that a name is dropped after the third certification without selection. Removals are not to be made for political or religious affiliations. By agreement between the Departments and the Commission, each applicant is given a thorough physical examination and a rating by physicians on the Commission's force.

#### OPERATION OF THE REGULATIONS.

The date of the first appointments under the regulations, and the approximate numbers, by sex, of applications filed and appointments made prior to August 15, 1903, are shown in the following table:

Department or office.	First appointment.	Applications.		Appointments.	
		Male.	Female.	Male.	Female.
Post-Office.....	Oct. 16, 1902	185	74	14	6
Treasury.....	Sept. 8, 1902	659	233	52	1
Agriculture.....	July 30, 1902	a 280	220	18	12
Smithsonian.....	July 1, 1903	83	(b)	1	.....
Interior.....	Apr. 27, 1903	154	113	20	5
Government Printing Office.....	May 1, 1903	720	100	34	.....
Total.....	.....	2,081	740	139	24

a Total number of applications, 500—approximately 280 male and 220 female.

b Females very few—included with the males.

The records of proceedings under the regulations are carefully kept by the several boards, and appointments are generally made from the highest names on the register, the reasons for the few necessary exceptions being shown in the records. The regulations appear to be giving satisfaction. Members of the boards have stated that the system affords relief to appointing officers, increases the efficiency of the service, and

is in the interest of economy, as the only considerations influencing appointments are the needs of the service.

The regulations insure the selection of employees on the basis of their relative fitness for manual labor, and the fact that vacancies must be so filled protects each employee from removal to make a place for some particular individual. Physical strength is tested, and obscure physical disqualifications are discovered by a physical examination, and their detection results in the rejection of the applicant or in so lowering his general average as to either lessen or destroy his chances of appointment, according to the degree of his disability.

One of the most difficult duties of the Commission has been to safeguard the classified service at its lower limit. Large annual appropriations are made for the employment of persons under the general designation of laborer. Some of the employees paid from these appropriations are assigned wholly to manual labor; others, by reason of an inadequate clerical force, must be assigned to clerical work. The fact that about 800 laborers, appointed without examination, were doing classified work in the summer of 1902 would indicate that the appropriations for laborers are too large as compared with the appropriations for clerks. If the amounts appropriated for laborers and for clerical employees corresponded more nearly to the relative demand for classified and unclassified work the maintenance of the distinction between the classified and the unclassified service would be comparatively easy.

The Executive order of June 10, 1896, did not specifically provide that any laborers should be appointed upon examination under the civil-service rules, although it forbade the assignment of laborers appointed without examination to classified work; and, inasmuch as the conditions existing in the Departments necessitated the assignment of laborers to classified work, the inference was obvious that those laborers who were necessarily to be so assigned should be appointed upon examination as classified employees. This inference, however, was not drawn by appointing officers. Laborers were generally appointed without examination upon whatever influences were potent with appointing officers, and the conditions thus created of an excess of mere laborers and an inadequate clerical force were pointed out as necessitating the assignment of mere laborers to classified work in violation of the civil-service rules.

Section 5 of Civil Service Rule II, in effect April 15, 1903, requires a consideration, at the time of his appointment, of the duties to be performed by a laborer. It is as follows:

Laborers who, in connection with their usual duties, are to perform work of the grade performed by classified employees, shall be appointed upon certification by the Commission from appropriate registers of eligibles in the manner provided for by these rules; and a person employed merely as a laborer or workman without examination under these rules shall not be assigned to work of the grade performed by classified employees.

The temptation to appoint persons to perform clerical work under the guise of laborers is thus lessened. The elements of age, physical condition, industry and adaptability for the performance of manual labor, determine who should be appointed, and the person takes his place on the register according to the degree of his qualifications. Under the regulations as at present administered, appointments for personal or political reasons are believed to be as impossible as they are under the civil-service rules; and all selections for competitive classified and unclassified positions being limited to registers established on the basis of relative fitness, to the exclusion of personal or political influences, there is reason to suppose that the method of filling a vacant position of laborer will be determined by the nature of the duties pertaining to it, as is required by the rules.

## LEGAL OPINIONS AND DECISIONS AFFECTING THE APPLICATION OF THE LAW AND RULES.

### OPINIONS OF ATTORNEYS-GENERAL.

1. *Rules of former Executives binding until repealed.*—It is a rule which each Administration has prescribed to itself to consider the acts of its predecessors conclusive so far as the Executive is concerned. If a decision in a case made eight years ago under a former Executive is open for review and revisal, the same principle will open decisions made during the Presidency of Washington, and keep the acts of the Executive perpetually unsettled and afloat. (Opinion of Oct. 1, 1825, 2 Op., 8.)

2. *Construction to be given acts of Congress.*—Acts of Congress should be so construed as to render their several provisions operative and in accordance with the intent of the makers of the law. (Opinion of Dec. 8, 1829, 2 Op., 306.)

3. *Authority of acts of the President.*—Where an act of Congress, establishing a general system, confers on the President the authority to do a specific act for the purpose of perfecting the means by which the system shall be carried into effect, the act of the President, when performed according to the terms of the statute, has all the validity and authority of the statute itself. (Opinion of Mar. 19, 1862, 10 Op., 469.)

4. *Accounting officers, to what extent responsible to the President.*—The President has no authority to perform personally the duties appropriate to the office of an Auditor or Comptroller of the Treasury; but it is his duty, and he has the authority, to see that each performs the duties required of him by law. (Opinion of Oct. 8, 1864, 11 Op., 109.)

5. *Retired army officers.*—A retired officer of the Army does not vacate his commission by accepting a civil office, unless it be an office in the diplomatic or consular service, in which latter case he is to be regarded as having resigned his place in the Army. From the general law applicable to such case (contained in section 1223, Revised Statutes), a certain class of retired officers described in the act of March 3, 1875, chapter 178, are excepted.

He is not precluded from holding a civil office which he may lawfully hold under and by virtue of an appointment to such office, and is entitled to draw his pay as a retired officer and also the salary provided for the civil office during the period of his incumbency of the latter office. (Opinion of June 11, 1867, Vol. XV, p. 306. See sec. 2, legislative, executive, and judicial appropriation act of July 31, 1894.)

6. *Restriction of choice in appointment.*—The power of appointment conferred by the Constitution is a substantial and not merely a nominal function, and the judgment and will of a constitutional depository of that power should alone be exercised or have legal operation in filling offices created by law. (Opinion of Aug. 31, 1871, 13 Op., 516.)

The right of Congress to prescribe qualifications for office is limited by the necessity of leaving scope for the judgment and will of the person or body in whom the Constitution vests the power of appointment. (Ibid.)

Congress may, at its pleasure, distribute the appointment of inferior officers between the President, courts of law, and heads of departments, or confide the same exclusively to one or more of these depositories; but it can not constitutionally vest such appointment elsewhere, directly or indirectly. (Ibid.)

Accordingly an act requiring the President, the courts, and heads of departments to appoint to office the persons designated by an examining board as the fittest would be at variance with the Constitution, inasmuch as it would virtually place the power of appointment in that board. (Ibid.)

But though the result of an examination before such a board can not be made



legally conclusive upon the appointing power against its own judgment and will, yet it may be resorted to in order to inform the conscience of that power. (Ibid.)

And notwithstanding that the appointing power alone can designate an individual for an office, still, either Congress, by direct legislation, or the President, by authority derived from Congress, can prescribe qualifications and require that the designation shall be out of a class of persons ascertained by proper tests to have those qualifications. (Ibid.)<sup>a</sup>

7. *Authority of the President as the Chief Executive.*—In the exercise of his general administrative superintendence the President may interfere to restrain an officer from assuming an authority that does not belong to him, as well as to compel the officer to perform a duty that does belong to him. (Opinion of May 15, 1876, 15 Op., 94.)

8. *Acts of prior Administrations final.*—It is a settled rule of administrative practice that the official acts of a previous Administration are to be considered by its successor as final, so far as the Executive is concerned. (Opinion of Mar. 20, 1877, Vol. XV, p. 208.)

9. *Preference under section 1754, Revised Statutes.*—The joint resolution of March 3, 1865 (sec. 1754, R. S.), considered in connection with the act of March 3, 1871, chapter 114, is construed to mean that honorably discharged soldiers and sailors are not exempt from liability to examination for admission into the civil service, but that they are entitled to a preference for appointment as against other persons of equal qualifications for the place. (Opinion of Aug. 13, 1881, Vol. XVII, p. 194.)

10. Doubt suggested whether the provision in section 3 of the act "to regulate and improve the civil service," etc. (22 Stat. L., 403), for the employment of a "chief examiner," does not come in conflict with the constitutional rule on the subject of appointments.

The word "employ" is sometimes used in our legislation in a sense equivalent to "appoint." (Opinion of Jan. 22, 1883, Vol. XVII, p. 504.)

11. *Family—eligibility for examination.*—Whether there are already two or more members of a family in the public service, etc., as provided in section 9 of the civil-service act of January 16, 1883, chapter 27, is not a question to be considered by the Civil Service Commission, but by the appointing power. (Opinion of June 12, 1883, Vol. XVII, p. 554.)

12. *Classification.*—Departmental clerks whose salaries are \$900 or \$1,000 per annum, although not belonging to any of the classes in section 163, Revised Statutes, come within the scope of the act of January 16, 1883, chapter 27, and may be classified thereunder for the purpose of examination into one or more classes, as may be deemed expedient.

Under section 1753, Revised Statutes, the President may prescribe regulations for admission into the civil service and thereby restrict original entry therein to one or more of the classes that may exist, or permit such entry to all of them, as in his judgment will best promote the efficiency of the service.

If the \$900 to \$1,000 clerkships are constituted a distinct class, a promotion from such class to another class without examination, excepting where, in conformity to the act, the person to be promoted is specially exempted, would be forbidden by the act of January 16, 1883. To be eligible for appointment to any class (whether by promotion or otherwise) the applicant must have passed an examination to test his fitness for the place. (Opinion of Nov. 9, 1883, Vol. XVII, p. 621.)

<sup>a</sup> The Attorney-General decided August 31, 1871, that both the theory of the Constitution and its recognized interpretation allowed the direct exercise of choice by the appointing power to be limited to a few of the worthier applicants, the less worthy having been first ascertained and eliminated by a just method authorized by law and fairly exercised under its sanctions. The same legal opinion has also been given in England, where the same question arose. (Report of the Civil Service Commission, April 15, 1874; Ex. Doc. No. 221, 43d Cong., 1st sess.)

13. *Family—eligibility for appointment.*—Where a father and daughter held each an office in the classified service in one of the Departments and another daughter, having passed the required examination, was proposed for appointment in another Department: *Held*, That by force of section 9 of the act of January 16, 1883, chapter 27, the last-mentioned daughter, so long as the above state of facts exists, is ineligible for appointment to any office or place in the classified service. (Opinion of Dec. 9, 1884, Vol. XVIII, p. 83.)

14. *Special examiners of the Pension Bureau.*—Special examiners of the Pension Bureau, authorized to be appointed by the act of July 7, 1884, chapter 331, and by the act of March 3, 1885, chapter 343, come within the purview of the civil-service act of January 16, 1883, chapter 27; and in appointing such officers the latter acts and rules thereunder should be observed.

The office of special examiner is newly created by the said act of 1885, as it was by the said act of 1884, the term under each act being for one year only. (Opinion of May 7, 1885, Vol. XVIII, p. 172.)

15. *Section 164, Revised Statutes, repealed.*—The act of January 16, 1883, chapter 27, to regulate and improve the civil service of the United States, repeals by implication section 164, Revised Statutes. (Opinion of Aug. 1, 1885, Vol. XVIII, p. 245.)

16. *Chief examiner.*—The office of chief examiner in the Civil Service Commission, created by the act of January 16, 1883, chapter 27, is to be filled by appointment by the President, with the advice and consent of the Senate. (Opinion of May 26, 1886, Vol. XVIII, p. 409.)

17. By section 1754, Revised Statutes, it is made the duty of those making appointments to civil offices to give a preference, other things being equal, to the class of persons named in that section; but the matter of capacity and personal fitness for the place is for the determination of the appointing power. (Opinion of May 24, 1889, Vol. XIX, p. 318.)

18. *Railway Mail Service—appointment.*—T. was appointed a railway postal clerk by the Postmaster-General on April 29, 1889, without having undergone a civil-service examination (none being then required for such appointment), but he did not take the oath of office and enter upon its duties until May 18, 1889. In the meantime, namely, on May 1, 1889, civil-service rules for the Railway Mail Service went into effect, requiring an examination thereunder as a preliminary to making an appointment like the above: *Held*, That T. was legally appointed on April 29; that his appointment was complete on that date, although he did not qualify by taking the oath of office until afterwards, and that no examination under the civil-service rules was required in his case. (Opinion of Oct. 14, 1889, Vol. XIX, p. 410.)

19. *Reinstatement.*—F., a clerk in the War Department, resigned June 30, 1888, and on November 2, 1888, was reappointed to a clerkship in the same Department on a certificate for reinstatement given by the Civil Service Commission under Departmental Rule X (now Rule IX), but failing to avail himself of this opportunity to reenter the service, the last-mentioned appointment was canceled January 28, 1889. On August 13, 1889, the Secretary of War requested that F. be again certified by the Commission for reinstatement; but the Commission, on August 25, 1889, declined to issue a certificate, on the ground that he had been separated from the service more than a year, and was not eligible for reappointment under said rule: *Held*, That the decision of the Commission, namely, that a second certificate for reappointment could not issue to F. because he had been separated from the service for more than a year, was in accordance with Rule X. (Opinion of Oct. 26, 1889, Vol. XIX, p. 416.)

20. *Quartermaster's Volunteers.*—Where one served in the war of the rebellion in the military organization known as "Quartermaster's Volunteers" or "Quartermaster's Brigade," and was honorably discharged from the service: *Held*, That he is entitled to the benefit of the proviso in Departmental Rule X (now Rule IX) of the Civil Service Rules, as one who "served in the military service of the United States in

the late war of the rebellion, and was honorably discharged therefrom," within the meaning of that rule. (Opinion of Nov. 19, 1889, Vol. XIX, p. 334.)

21. *Employment of substitutes.*—In the matter of the proposed amendment of Departmental Rule VII and revocation of Departmental Rule II of the Regulations of the Civil Service Commission (with a view to provide for the employment of substitutes for clerks, copyists, and other employees in the Departments who are temporarily absent on account of sickness or other unavoidable cause, and for the selection of such substitutes from persons regularly certified by the Civil Service Commission), considered in connection with section 4 of the act of August 5, 1882, chapter 389, and section 4 of the act of March 3, 1883, chapter 128, the Commission is advised that while the amendment proposed is not beyond the power of the Commission, with the approval of the President, to make, yet that such amendment would be inoperative whenever it should become necessary to make an additional expenditure for the employment of substitutes. (Opinion of Mar. 6, 1890, Vol. XIX, p. 507.)

22. *Reinstatement—contract surgeons.*—A person who served as a contract surgeon in the late war of the rebellion, with troops in the field and in hospitals, and by completing his contract was honorably discharged from the service, is within the proviso to Departmental Rule X (now Rule IX) of the Civil Service Rules and Regulations, and entitled to the benefits thereby conferred. (Opinion of Apr. 8, 1890, Vol. XIX, p. 533.)

23. *Reinstatement—general-service clerks.*—H. served in the war of the rebellion in a New York regiment from May 12, 1861, to May 13, 1863, when he was honorably discharged. On the latter date he enlisted in the "general service" of the Army for clerical duty at headquarters, and was transferred to the Adjutant-General's Office April 1, 1864, in which he served on clerical duty until May 13, 1868, when he was discharged through no delinquency or misconduct on his part. Application being now made by him for reinstatement under amended Departmental Rule X (now Rule IX) of the Civil Service Rules, the Secretary of War requests that he be certified by the Civil Service Commission for reinstatement as a clerk in the War Department under said rule: *Held*, That H., during the period of his enlistment in the "general service" for clerical duty, as above, was not in the classified departmental service, and that (he not having been separated from the latter service) his case does not come within the provisions of said Rule X (now Rule IX), and therefore that he can not be certified thereunder. (Opinion of May 9, 1890, Vol. XIX, p. 552.)

24. *Railway mail service—transfer clerks.*—Upon the facts submitted (which are set forth in the opinion): *Advised*, That the appointment of certain railway transfer clerks, who had not been examined and certified for appointment by the Civil Service Commission, was not within the amendment of clause 5 of Railway Mail Rule II, adopted August 19, 1889, which excepts from examination clerks in the railway-mail service who are "employed exclusively as porters in handling mail matter in bulk, in sacks, or pouches, and not otherwise."

Section 1019 of the Postal Regulations (edition of 1887) can not prevail over, but must yield to, the subsequently adopted amendment of said clause 5, which should be strictly confined to the class of transfer clerks therein mentioned. (Opinion of July 8, 1890, Vol. XIX, p. 583.)

25. *Certificate of county officer in application for examination.*—The words "departmental service" and "the service," as used in the proviso in that part of the legislative, executive, and judicial appropriation act of July 11, 1890, chapter 667, which relates to the Civil Service Commission, mean the classified civil service as established by sections 163 and 167, Revised Statutes, and section 6 of the act of January 16, 1883, chapter 27.

The words in the same proviso, viz, "Promotion or appointment in other branches of the Government," signify promotion or appointment in the classified service of some other department than that to which the applicant may belong.

*Semble*, That an application for a transfer is not within the exception of the proviso.

Congress not having designated in the proviso any particular county officer or officers who may make the certificate required to accompany the application, this matter must be presumed to have been left as a subject for regulation by the Civil Service Commission. (Opinion of Aug. 2, 1890, Vol. XIX, p. 624.)

26. *Actual bona fide residence*.—Meaning of the words “an actual bona fide resident,” as used in the proviso of the paragraph of the act of Congress of July 11, 1890, making an appropriation for the expenses of the Civil Service Commission.

Just what constitutes an actual bona fide resident is not always easy to determine. That a man may have an actual bona fide residence in one place and be bodily absent therefrom for months and even years together is certainly true. Instance of a Government official. Such a person is liable to all the burdens of residence and citizenship at home.

A person who leaves his home in one of the States, with his family, and engages in business, public or private, in the District of Columbia, or elsewhere, denies his liability to the burdens of residence at his former State home, and is not an actual bona fide resident at that place. Claim to vote in the State from which he came would not make him a proper applicant for the examination provided for in this section. It was the purpose of the act to discriminate against persons of the latter class, persons who claim the benefit of State citizenship and disclaim or fail to discharge any of the obligations of such State residence and citizenship. (Opinion of Apr. 1, 1891.)

27. *Revocation of order canceling selection for appointment*.—Whether appointing officer may revoke order revoking Mrs. B.’s selection for appointment, withdraw his notice to the Commission of this revocation, and appoint Mrs. B. without further certification. Mrs. B. failed to receive the notice of her selection for appointment, not through any fault or neglect on her part, but probably from an error of the Department in addressing the notice to Miss, instead of Mrs. B., and the failure of the postmaster at the address on the notice to forward the letter to Mrs. B. at a new address, which had been left with him.

There are weighty reasons why such a course would be inadmissible under the civil-service rules and regulations. It seems clear that after the revocation of the order of selection Mrs. B. stood in the same position as the other eligibles whose names were certified with hers; like them, she had been certified, but not appointed.

If allowed, it might result in the appointment of a person whose term of eligibility had expired, as in fact is the case with Mrs. B.; secondly, it might result in giving the State to which the appointee belonged more than its lawful quota of appointments, and such, we are informed, would be the result of Mrs. B.’s appointment at this time; and thirdly, it might result in the appointment of a person over the heads of others of higher standing on the same register, whose names had been added since the appointee’s name had been certified, and who would have been certified to the appointing power if the Commissioners of the Civil Service had been applied to for the usual certificate. (Opinion of Apr. 8, 1891.)<sup>a</sup>

28. *Review of decision by Commission upon question arising under the rules—Indiana minutemen*.—Whether E. is eligible for reinstatement by reason of service in regiment of Indiana “minutemen” at the time of the insurgent foray known as Morgan’s raid. The Commission decided that as the records of the War Department do not show that such an organization was in the service of the United States, he was not entitled to reinstatement.

<sup>a</sup> In *Pulaski v. Lyman*, supreme court, District of Columbia, Bradley, J. (Washington Law Reporter, vol. 21, p. 403), it was held that when a postmaster notifies a secretary of a board of examiners of a selection for appointment from a certification all rights under the certification are exhausted, and the Postmaster-General or the postmaster has no right to make a further appointment without a new requisition and certification.

If the Commission determined the question in accordance with law, no further proceedings in the premises are authorized.

No statute is found which authorizes the Secretary of the Interior or the Attorney-General, upon the suggestion of the Secretary, to reverse or to review this action of the Commission. The limitation of the statutes and the precedents established by learned predecessors preclude me from now reviewing the decision made by the Civil Service Commission. (Opinion of June 25, 1891.)

29. *Validity of appointment contrary to apportionment.*—H. was examined, alleging an actual bona fide residence in one State, and subsequently and before appointment became a resident of another State without advising the Commission of his change of residence. Had he done so his name would have been transferred to the register of the new State. Had this been done his name would not have been certified when it was and he would not have been appointed, but a resident of the State from which he was examined would have been. As a consequence of his failure to give timely notice of his removal, the one State was charged with an appointment which it did not receive and failed to receive an appointment it was entitled to, and the other received an appointment with which it was not charged and to which it was not then, nor has it been since, entitled under the law and rules.

While it is the undoubted duty of the executive branch to give effect to the requirement of Congress for an apportionment, it is a very different thing to say that an appointment made in disregard of this rule of apportionment, through a mere inadvertence, is to fail entirely and be treated as a nullity.

Congress did not intend that in such a case as this, where everything was done in good faith, an inadvertent disregard of the rule of apportionment in making an appointment should annul that appointment. The statute is directory only in the above particular, consequently the appointment of H. was not invalid. (Opinion of Dec. 10, 1891.)

30. *Examining boards—carrier entitled to compensation while serving as examiner.*—Section 3 of the civil-service act authorizes the Civil Service Commission "to designate and select a suitable number of persons, not less than three, in the official service of the United States, to serve as an examining board in one or more places in each State and Territory." Section 5 of Rule IV of the civil-service rules provides that: "An examiner shall be allowed time during office hours to perform his duties as examiner, which duties shall be considered part of his official duties." If this section is not inconsistent with the law referred to (and I think it is not), it has the force and effect of law itself. The law provides that the examiners "shall be in the official service of the United States, and, of course, entitled to the compensation of the positions they hold." It is within the spirit and, as a consequence, within the clear meaning of the letter of the law, that the examiner during the time he is engaged in conducting civil-service examinations is attending to his official duties, and it is quite clear that he should be paid the compensation attaching to his office during that time.

The act of August 2, 1892, to which reference is made, clothes the Postmaster-General with authority to appoint substitute letter carriers, "whose compensation shall be \$1 per annum and the pro-rata compensation of the carrier on whose route they may be required to serve." It does not necessarily follow that in all cases the compensation of the substitute shall be deducted from the pay of the carrier; and, as the right of the carrier to be paid his compensation while serving as an examiner aforesaid is unquestionable, it follows that the substitute should be paid out of the general appropriation for the free-delivery service. (Opinion of Assistant Attorney-General for the Post-Office Department, dated July 23, 1892.)

31. *Can a court require, on subpoena, the production of any application or examination papers or other records of the boards of civil-service examiners?*—I. The general power of appointment to office being in the President, qualified only by the right of Congress

to vest the appointment of inferior officers in him, in the courts of law, or in the heads of Departments, the Civil Service Commission is to be regarded as an advisory board subordinate to the President, reporting to him, and clothed with the functions of aiding the President or any head of Department in the exercise of the appointing power.

2. The boards of civil-service examiners are selected by the Civil Service Commission, and, though subordinate to the Commission, may be properly regarded as officials of the respective Departments in connection with which they act.

3. The application and examination papers or other records of the civil-service examiners are therefore the official records or papers of the President or of the head of a Department.

4. Being records and papers of the character described, their production can not be compelled by the courts whenever the general public interests must be deemed paramount to the interests of private suitors.

5. When such general public interest forbids the production of an official record or paper in the courts and for the purposes of the administration of justice is a question not for the judge presiding at the trial in aid of which the record or paper is sought, but for the President or head of Department having the legal custody of such record or paper.

And such question may be determined either as and when arising in each particular case, and upon its own peculiar facts and merits, or in advance, by general rules applicable to all records and papers, or by special rules applicable to special classes of records of papers. (Opinion of Mar. 31, 1893.)

32. *Authority of the Commission to prescribe certain regulations respecting legal residence.*—If the construction given to the words in the Commission's order of March 7, 1893, viz, "actually living and residing in and having his or her place of abode," involves narrowing the statutory requirement of "actual bona-fide residence," then it is a regulation which the Commission has no authority to make. Attorney-General Miller, in his opinion of April 1, 1891, construing the words "actual bona-fide resident," contained in the act of July 11, 1890, held that these words did not necessarily require actual bodily presence. The order of the Commission does require actual bodily presence, except in the four classes of cases specified therein, and is therefore a narrowing of the statutory requirement of "actual bodily residence," and to this extent unauthorized. (Opinion of Aug. 29, 1893.)

33. *Civil-service rules possessing the force of law.*—The civil-service law, January 16, 1883, chapter 27, provides substantially that the rules promulgated by the President for carrying it into effect shall have the force of law. (Opinion of Aug. 29, 1893.)

34. *Certain appointments of superintendents and clerks in the Baltimore post-office held to have been properly made, and the appointment of their successors to have been legal.*—Prior to November 1, 1894, the postmaster at Baltimore notified certain persons that he had appointed them respectively to the positions of superintendents of division and clerks to the post-office, and notified the incumbents of their removal. On November 2 the places were, by order of the President, made subject to competitive examination under the civil-service act. Up to November 2 the appointments and removals in question were regulated by section 419 of the Postal Laws and Regulations.

The postmaster was empowered to employ the clerks in question, and no formal appointment or approval was requisite. He was also empowered to make removals without restriction. The notice to new employees was sufficient, as was notice to incumbents of their removal, and the appointments and removals were effected before the order of the President operated upon their positions. The removal and appointment were therefore held to be legal. (Opinion of Mar. 18, 1895, Vol. XXI, p. 140.)

35. *Irregularity in certification cured by absolute appointment.*—An irregularity in the certification of the name of an eligible for appointment under the civil service is

cured by the probational and absolute appointment of such a person. (Opinion of Jan. 9, 1896, p. 289, Vol. XXI.)

36. *Contributions for political purposes.*—An agent of the Government who receives money to pay secret agents is not guilty of either receiving or being concerned in receiving a contribution for a political purpose, within the meaning of the act of January 16, 1883, chapter 27, where he received and honored an order from one of said secret agents to pay money out of the next remittance he should receive to a person not in the Government service as a contribution in aid of a political campaign, it appearing that said agent had nothing whatever to do with soliciting, inducing, or causing said secret agent to give the order, and had no relation or connection with the person to whom he paid the money, and had no concern in or control over the money after it was so paid, although he knew for what purpose it was paid.

Said act does not forbid voluntary contributions for political purposes by persons in the employ of the Government, but protects such persons from solicitation or coercion with respect to such contributions. (Opinion of Jan. 25, 1896, p. 298, Vol. XXI.)

37. *Furlough of assistant microscopist in Department of Agriculture.*—It is not necessary for the Secretary of Agriculture to give a notice of furlough without pay to assistant microscopists over his official signature in each individual case when their services are not required. A general order, signed by him, directing inspectors in charge of assistant microscopists to furlough them without pay when their services are not required will be sufficient. (Opinion of Feb. 24, 1896, Vol. XXI, p. 319.)

38. *Effect of delivery of certification of eligibles.*—The certificate delivered to an appointing officer by a subordinate of the Civil Service Commission containing a list of eligibles is a complete authority to the officer and a complete protection to the appointee. (Opinion of May 1, 1896, Vol. XXI, p. 335.)

39. *Power of appointment and removal not to be delegated.*—Departmental clerks, messengers, and laborers are to be appointed and removed by the head of the Department, when not otherwise provided by statute. This power can not be delegated, but must be exercised by the Secretary or Acting Secretary. (Opinion of May 26, 1896, p. 355, Vol. XXI.)

40. *Method of appointment of chiefs of bureaus in the Department of State.*—The chief clerk, chiefs of bureaus, and translators in the Department of State are clerks within the meaning of section 169 of the Revised Statutes; chiefs of bureaus in the State Department "receive the same compensation and exercise the functions of chiefs of divisions," and are not chiefs of bureaus within the meaning of section 178, Revised Statutes. These officials are to be appointed by the Secretary of State, and they come within the civil-service act and rules. (Opinion of June 4, 1896, Vol. XXI, p. 363.)

41. *Effect of civil-service act on paragraph 4415, Revised Statutes, concerning board of examiners for inspectors of steam vessels.*—Section 4415, Revised Statutes, so far as it prescribes the method by which vacancies on the board of inspectors of hulls of steam vessels shall be filled, was repealed by the civil-service act, and the board provided by said section can not act as a board of examiners under the civil-service act unless the members of such board are selected and appointed as such board of examiners under section 5, Rule IV. (Opinion of Aug. 10, 1896, Vol. XXI, p. 393.)

42. *Secret agents in Post-Office Department.*—The confidential agents formerly employed in the free-delivery division of the Post-Office Department, and designated secret agents, did not become classified employees of the departmental service within Rule III, of the civil-service rules promulgated May 6, 1896.

This rule covers only those employees who are to be regarded as appointed for service in the departments at the seat of government (whether for the time being actually employed there or detailed for service elsewhere), as distinguished from those appointed for service in the States or Territories, or, as in the case of the Rail-

way Mail Service, in the country at large. (Opinion of Sept. 10, 1896, p. 407, Vol. XXI.)

43. *Naval paymaster's clerk—transfer.*—The Civil Service Commission is not authorized to transfer a naval paymaster's clerk assigned to sea duty to a similar position in the Navy Department, as paymasters' clerks assigned to sea duty were not classified by the President's order of May 6, 1896, while such clerks performing similar services in offices on shore were classified by that order. (Opinion of Feb. 27, 1897, p. 503, Vol. XXI.)

44. *Office—when employment does not create one.*—An act of Congress authorizing the expenditure of money for the employment of a competent mathematician, to supervise the completion of certain tables of planets, providing no permanency to the term, no requirement that the person employed shall either take an official oath or receive a commission, and no formalities in the selection of such an employee, does not create an office. (Opinion of Mar. 23, 1897, p. 507, Vol. XXI.)

45. *Appointment prior to classification absolute when first made.*—A person appointed to a position not in the classified service at the time of his appointment, but which was subsequently classified by the Executive order of May 6, 1896, was retained in the service absolutely, and not subject to a probation of six months, and is entitled to all the rights and benefits of persons of the same class or grade under the civil-service act, and may be transferred. (Opinion of May 19, 1897, p. 534, Vol. XXI.)

46. *Volunteer pension branch of War Department not in classified service.*—The volunteer pension branch of the War Department was not within the classified service, and the fact that said branch was merged into the Record and Pension Division of that Department, which is now under the civil service, would not bring positions in it within the classified service. (Opinion of Dec. 20, 1897; 22 Op., 6.)

47. *Army officer detailed for duty in clerical position not member of classified service.*—An army officer detailed for duty in a clerical position can not be considered as a member of the "classified service," and after separation therefrom can not be reinstated therein under Rule IX, by reason of his service during the war. (Opinion of Dec. 20, 1897; 22 Op., 6.)

48. *District of Columbia civil service not affected by act of January 16, 1883.*—The officers and employees of the District of Columbia are not officers and employees of the General Government of the United States, but of the municipal corporation known as the District of Columbia. Such officers and employees are as distinct from the civil service of the United States as would be the officers of any city government in one of the States of the Union from the civil service of the State itself. The civil-service act of January 16, 1883, can not lawfully be applied to the officers and employees of the District of Columbia. (Opinion of Apr. 28, 1898; 22 Op., 59.)

49. *Civil Service Commission not an executive department.*—The term "Executive Departments" in the Federal statutes refers only to those Departments specified in section 158, Revised Statutes, to which has since been added the Department of Agriculture. No board, commission, bureau, or office which is not expressly or by implication under the control of the head of one of the Executive Departments can be considered as belonging properly to an executive department. The Civil Service Commission is not attached in anywise to any of the Executive Departments, nor is it subject in anywise to the control of any of the heads of such Departments. (Opinion of May 4, 1898; 22 Op., 62.)

50. *Time of labor in Executive Departments and Civil Service Commission.*—Section 7 of the act of March 15, 1898, requires seven hours of labor each day from clerks and other employees in the several Executive Departments, and does not permit of the allowance of half an hour for luncheon within the seven hours. The Civil Service Commission not being an executive department, this section does not apply to it or to its employees. (Opinion of May 4, 1898; 22 Op., 62.)

51. *Leaves of absence.*—Sundays and days declared to be legal holidays by law or



Executive order should be included in the annual leave to be granted under the terms of the act of March 15, 1898.

The per diem officers and employees of the customs service are upon the same footing, with reference to leaves of absence, as clerks in the Executive Departments at Washington.

A clerk or other employee of an executive department of the Government whose duties are performed at a place other than the seat of government is as much entitled to the benefits of the act of March 15, 1898, with reference to leaves of absence, as one whose duties are performed in the city of Washington.

The subordinate officers and employees of the customs service, wherever employed, are entitled to the privileges of the statute with reference to leaves of absence, whether they receive annual or per diem compensation.

Unless otherwise specially stated, the statutory provisions for notice, etc., of a given number of days are usually considered to include Sundays and holidays in the count.

(Opinion of May 11, 1898; 22 Op., 77.)

N. B.—In connection with the above opinion the following subsequent legislation must be considered.

“ \* \* \* *Provided*, That the thirty days' annual leave of absence with pay in any one year to clerks and employees in the several Executive Departments authorized by existing law shall be exclusive of Sundays and legal holidays.” (Legislative, executive, and judicial appropriation act approved Feb. 24, 1899, sec. 4.)

52. *Army officers—restrictions upon holding civil offices not applicable to volunteer officers.*—The provisions of section 1222, Revised Statutes, that no officer of the Army on the active list shall hold any civil office, etc., applies only to Regular Army officers. An army officer on the active list is one not only actively but permanently engaged in the military service of the Government. While an officer in the Volunteer Army may be said to be actively engaged in the military service, he is not permanently so engaged, and the Government does not need nor demand a complete and final severance of his relations with civil life. (Opinion of June 10, 1898; 22 Op., 88.)

53. *Departmental regulations, force of.*—The regulation of a department of the Government is not to control the construction of an act of Congress when its meaning is plain, but when there has been a long acquiescence in a regulation, and by it rights of parties for many years have been determined and adjusted, it is not to be disregarded without the most cogent and persuasive reasons. (Opinion of Aug. 1, 1898; 22 Op., 163.)

Upon this general subject see also Opinions of Attorneys-General of Mar. 19, 1862 (10 Op., 469); of Oct. 8, 1864 (11 Op., 109); of May 15, 1876 (15 Op., 94), and of Nov. 17, 1898 (22 Op., 266).<sup>a</sup>

54. *Leaves of absence.*—Sixty days' leave of absence with pay may be granted employees in the Executive Departments, provided that as much as thirty days of it was made necessary by personal illness. The act of July 7, 1898, nullifies so much of the act of March 15, 1898, as provides that the thirty days' sick leave shall be granted with pay only in exceptionally meritorious cases, and reestablishes the law authorizing thirty days' annual leave with pay, without any cause being given, and thirty days' additional leave on account of sickness. (Opinion of Oct. 25, 1898; 22 Op., 255.)

55. *Temporary appointments.*—An appointment by the Secretary of State, without reference to or conformity with the regulations prescribed for appointments in the

<sup>a</sup> The general subject of the legal force of regulations is treated at length in “Remarks on the Army Regulations and Executive Regulations in General,” by G. Norman Lieber, Judge-Advocate-General, United States Army (1898).

classified service, made pursuant to the act of July 1, 1898, authorizing the temporary employment of stenographers and typewriters in his Department, is lawful.<sup>a</sup>

The amendment of the civil-service rules of May 29, 1899, authorizing the permanent employment of persons serving under temporary appointments, was intended to apply only to such persons as were serving under temporary appointments pursuant to Rule VIII of the civil-service rules, and such amendment does not comprehend temporary appointments made under the act of July 1, 1898.

(Opinion of Aug. 10, 1899; 22 Op., 556.)

56. *Free-delivery post-offices, classification of.*—When free delivery is discontinued at a post-office such office ceases to be under the civil-service rules. Free-delivery offices as a class, and not offices formerly free-delivery offices, were intended to be within Postal Rule I and the present Rule III. (Opinion of Oct. 23, 1899; 22 Op., 613.)<sup>b</sup>

57. *Free-delivery post-offices—reclassification as affecting right of reinstatement.*—In the exercise of his discretion, the Postmaster-General abolished the free-delivery service at Huron, S. Dak., on January 15, 1895, and in consequence certain carriers were separated from the service: *Held*, That on the reestablishment of free-delivery service at that place the former carriers could not be reinstated under Rule IX of the civil-service rules.<sup>c</sup> (Opinion of Dec. 9, 1899; 22 Op., 663.)

N. B.—Since the above opinion was rendered, and as a result thereof, Civil Service Rule IX has been amended (January 15, 1900) so as to authorize reinstatements of the kind here considered.

58. *Reinstatement*—"reduction of force specifically required by law."—To entitle a person to reinstatement in the civil service under Rule IX, by reason of the reduction of force, such reduction must be one required by law and not one caused by the exercise of a discretionary power vested in an executive officer. (Opinion of Dec. 9, 1899; 22 Op., 663.)

59. *Reinstatement.*—The words "specifically required by law," found in section 2, Rule IX, of the civil-service rules, which provides that "Any person who has been separated from the service by reason of a reduction of force specifically required by law may be reinstated, etc.," mean that the reduction of force must have been specifically required, not that the removal of the particular individual must have been specifically required by law. (Opinion of Apr. 20, 1900; 23 Op., 87.)

60. *Citizenship.*—The attitude of the executive and legislative departments of the Government has been, and is, that the native inhabitants of Porto Rico and the Philippine Islands did not become citizens of the United States by virtue of the cession of the islands by Spain by means of the treaty of Paris.

The act for the temporary government of Porto Rico did not confer Federal citizenship upon the inhabitants of that island. (Opinion of Jan. 23, 1901; 23 Op., 370.)

61. *Citizenship.*—There is nothing in the recent decisions of the Supreme Court (in the insular cases) that would modify the view taken by the Attorney-General regarding the proposed amendment to the civil-service rules that every applicant for examination for appointment to the executive civil service of the United States in Porto Rico must be a citizen of the United States or a citizen of Porto Rico, and that every applicant for appointment to said service in the Philippine Islands must be a citizen of the United States or a native inhabitant of said islands. (Opinion of June 18, 1901; 23 Op., 458.)

62. *Reinstatement—Reduction of force.*—The third proviso of Rule IX of the civil-service rules, as amended May 29, 1899, which provides that any person who has

<sup>a</sup> For particulars of the case here referred to, see Sixteenth Report, pp. 315-316.

<sup>b</sup> For particulars of the case leading to this decision, see pp. 307-309 of the Seventeenth Report.

<sup>c</sup> The general subject of the legal force of regulations is treated at length in "Remarks on the Army Regulations and Executive Regulations in General," by G. Norman Lieber, Judge-Advocate-General, United States Army (1898).

been separated from the service by reason of a reduction of force specifically required by law may be reinstated without regard to the length of time he or she has been separated from the service, does not authorize the restoration thereto of a person who has been employed to do a particular service, to be paid out of a specific appropriation, after the work which the person has been employed to perform has been completed and the appropriation therefor exhausted.

The reinstatement permitted by that rule is a reinstatement in the same department or office and to the same branch of the service. (Opinion of July 17, 1901; 23 Op., 463.)

63. *Testimony in investigations by Civil Service Commission.*—It is within the power of the President so to modify the civil-service rules as to impose upon all officers and employees in the public service the duty of giving to the Civil Service Commission or its authorized representatives all proper and competent information in regard to all matters inquired of, and to subscribe to and make oath to such testimony before some officer authorized by law to administer oaths.

The imposition of such a duty upon every officer and employee in the public service is neither unreasonable nor unsuitable. It is clearly within the exercise of the Executive power, and its legality can not be doubted. (Opinion of Dec. 2, 1901, 23 Op., 595.)

64. *Government employees influencing legislation.*—The order of the President of January 31, 1902, forbidding all officers and employees of the United States to influence legislation by Congress in their own interest, prohibits "The Navy-Yard and Arsenal Employees' Protective Association," of Washington, from seeking to influence Congress or its committees to pass a pending bill granting an additional fifteen days' leave of absence to the employees who constitute that association. (Opinion of Feb. 21, 1902, 23 Op., 637.)

65. *Incompatible service—General appraisers.*—The provision in section 12 of the customs administrative act of June 10, 1890 (26 Stat., 136), directing that a general appraiser "shall not be engaged in any other business, avocation, or employment," is not applicable to the case of a general appraiser detailed by the Secretary of the Treasury without additional compensation, as "an expert to represent the United States in the international commission for the conversion of the present Chinese tariff into specific rates." That provision in connection with other provisions of the law means that such officer can not hold another office under the Government, or be engaged in other incompatible Government service.

There is no incompatibility between the office of general appraiser and the special service of expert for which such officer was detailed, the latter service being a mere employment without compensation, and not an office. (Opinion of Apr. 2, 1902, 24 Op., 12.)

66. *Employment of honorably discharged soldiers—Census Office.*—The preference given honorably discharged soldiers of the United States by section 5 of the act of March 6, 1902 (32 Stat., 51), in the matter of employment in the permanent Census Office, is not absolute and regardless of qualifications. Such preference is to be given if the person is equally qualified; but the appointing power still retains and must exercise its discretion and judgment in determining the fitness for the required work of the persons to be selected and retained.

To this end the Director of the Census may fix a reasonable standard of fitness, and guard it by reasonable regulations intended and calculated to secure an efficient permanent force. Such regulations may relate to age, experience, rating, proposed time of service, etc.

The preference given by the statute is one with respect to the place sought or held; but if a person of the preferred class fails to secure the place he seeks, or to retain the one he has, there is no obligation on the appointing power to create a vacancy by dismissing an efficient employee to give him another chance. (Opinion of June 5, 1902, 24 Op., 64.)

67. *Special agents—Census Office.*—The Director of the Census is authorized, under section 7 of the act of March 6, 1902 (32 Stat., 51), to employ special agents temporarily in the Census Office at Washington upon special work not clerical in its nature.

The words "all employees of the Census Office" in section 5 of the above-named act can not be held to apply to special agents or other field employees who may be temporarily assigned to service in the Census Office. (Opinion of June 21, 1902, 24 Op., 78.)

68. *Transfer of temporary clerks to classified service.*—Section 3 of the act of April 28, 1902 (32 Stat., 120, 171), which provides for the transfer to the classified service of the Government of certain temporary positions which were created to meet the exigencies of the war with Spain, exempts from examination such employees as filled these positions at the time of the passage of the act, and transfers the positions in question to the classified service. Subsequent vacancies must be filled in accordance with the laws and regulations governing appointments to the civil service. (Opinion of June 23, 1902, 24 Op., 81.)

69. *Department of State—Temporary typewriters and stenographers—War emergency employees.*—Section 3 of the legislative, executive, and judicial appropriation act of April 28, 1902 (32 Stat., 120, 171), did not operate to place in the classified service certain stenographers and a laborer who had been employed by the Department of State since 1898 under succeeding yearly appropriations providing \$2,000 annually "for temporary typewriters and stenographers" in that Department, the same "to be selected by the Secretary."

That provision applied only to war emergency employees who had been repeatedly recognized, designated, and continued in employment in yearly appropriation acts as an "additional temporary force rendered necessary because of increased work incident to the war with Spain." (Opinion of July 29, 1902; 24 Op., 95.)

70. *Reinstatement of temporary clerk to position in classified service.*—A person formerly employed as a clerk in the temporary or Spanish war force, who resigned September 30, 1901, can not, by virtue of section 3 of the act of April 28, 1902 (32 Stat., 120, 171), which transferred these temporary positions to the classified service, be reinstated without examination.

The question whether such person is eligible to be reinstated under rule 9 of the Civil-Service Regulations depends upon the date of the requisition. If the position was within the classified service at the date of the requisition, then such person is eligible.

The word "may" in rule 9 vests a discretion in the Commission. The question of reinstatement is one of administrative discretion, and is not to be granted except when consistent with the interests of the public service. (Opinion of August 27, 1902; 24 Op., 103.)

71. *Solicitation of political contributions by Federal officers.*—The sending of a circular letter by a political committee to Federal officers and employees soliciting financial aid in Congressional or State elections, upon or attached to which appear the names of Federal officers or employees, is a violation of section 11 of the civil-service act (act of January 16, 1883; 22 Stat., 406), which declares that no officer or employee of the Government shall be in any manner concerned in soliciting or receiving any assessment or contribution for any political purpose whatever from any officer or employee of the United States.

The statute unquestionably condemns all such circulars, notwithstanding the particular form of words adopted, in order to show a request rather than a demand, and to give the responses a quasi-voluntary character. (Opinion of October 17, 1902; 24 Op., 133.)

72. *Naming the bureaus in Department of Commerce and Labor.*—The Secretary of Commerce and Labor is authorized, under the act of February 14, 1903 (32 Stat., 825), creating the Department of Commerce and Labor, to change the names of the Depart-

ment of Labor, the Fish Commission, and other offices thereto assigned, as the business and good government of this Department requires. (Opinion of June 22, 1903; 24 Op., 697.)

#### DECISIONS OF THE COMPTROLLER OF THE TREASURY.

*Temporary employment without certification.*—Under sections 2621 and 2630 of the Revised Statutes, which authorize a collector of customs, with the approval of the Secretary of the Treasury, to employ deputies and inspectors, a collector can not be allowed credit for amounts paid as salary to a person temporarily employed as an inspector after the period of ninety days for which the employment is authorized by the Secretary. Such employment for more than ninety days, without examination and certification by the Civil Service Commission, is in violation of the civil-service rules, which have the force of law. (Vol. 3, p. 294.)

*Presumption of compliance with law and rules.*—In the absence of evidence to the contrary the accounting officers will, in the settlement of salary accounts, assume that the civil-service law and rules have been complied with by the officer having the power of appointment. (Vol. 3, p. 52.)

The Comptroller of the Treasury will not go behind the certificate of the appointing power to ascertain whether the civil-service rules and regulations have been complied with in the employment of persons in the classified civil service. (Vol. 5, p. 649.)

*Employment of persons who have not been certified by the Commission.*—A person employed by a marshal as his office deputy, without having been certified by the Civil Service Commission as eligible to employment, although employed in violation of Executive orders, is not employed in violation of law, and is entitled to the expenses incurred by him in serving a warrant of arrest. (Vol. 5, p. 649.)

Since the passage of the act of April 28, 1902, the employment and payment of temporary employees under the appropriation for continuing the employment of additional temporary clerks and employees, rendered necessary by increased work incident to the war with Spain, is not authorized, unless they are employed as prescribed by the civil-service act of January 16, 1883, and the rules and regulations made in conformity therewith. (Vol. 8, p. 890.)

*Employment of additional temporary employees.*—Under the provisions of the act of April 28, 1902, making an appropriation for continuing the employment of additional temporary employees, rendered necessary by the increased work incident to the war with Spain, the employment of such additional employees without regard to the existence of vacancies in such force is authorized. (Vol. 9, p. 11.)

*Pay of employees of the Government Printing Office for Sundays and holidays while on leave.*—The per diem employees of the Government Printing Office are entitled to the same pay while absent with leave with pay that they would receive if at work during the same period. Therefore they are not entitled to pay for Sundays, but are entitled to pay for legal holidays. (Vol. 9, p. 24.)

*Employees in the Executive Departments not specifically provided for.*—The provision in section 4 of the act of August 5, 1882, that no employee shall be employed in any Executive Department or be paid from any specific or general appropriation "unless such employment is authorized and payment therefor specifically provided" in the appropriation, prohibits the employment in the office of Naval War Records in the Navy Department of persons employed under and paid from the appropriation for increase of the Navy. (Vol. 9, p. 63.)

*Compensation of per diem employees for holidays while absent with leave.*—Per diem employees are not entitled to compensation for legal holidays while they are absent from duty with leave. (Vol. 9, p. 84.)

*Compensation of Government employees employed by the board of management of the*

*Louisiana Purchase Exposition.*—The provisions in section 14 of the act of March 3, 1901, that officers and employees of the Government who may be detailed to assist the board of management of the Government exhibit of the Louisiana Purchase Exposition shall receive no additional compensation, and that employees of the board not otherwise employed by the Government shall be entitled to such compensation as the board shall determine, impliedly prohibit the employment by the board of employees of the Government in any other manner than by detail and without compensation. (Vol. 9, p. 262.)

*Deduction from annual leave of employees of naval gun factories of absence on account of sickness.*—Under the provision in the act of February 1, 1903, that absence on account of sickness of employees of the navy-yards, gun factories, naval stations, and arsenals of the United States Government shall be deducted from their annual leave, such an employee so absent is entitled to pay for so much of the time he was absent on account of sickness as equals the accrued pro rata leave due him at the time of his return. (Vol. 9, p. 606.)

*Additional compensation for services rendered outside of office hours.*—An employee in the Office of the Supervising Architect is entitled to compensation for services which were distinct from his duties as such employee and which were rendered outside of office hours for the National Bureau of Standards. (Vol. 9, p. 274.)

The Geological Survey is authorized to employ an electrician of the Treasury Department to render, outside of office hours, services which are distinct from his duties as an employee of that Department, and to compensate him therefor. (Vol. 9, p. 620.)

The Geological Survey is authorized to employ an engraver of the Hydrographic Office, Navy Department, to render, outside of office hours, services which are distinct from his duties as an employee of that Department, and to compensate him therefor. (Vol. 9, p. 732.)

*Pay while on leave of absence.*—An employee of the Post-Office Department who was granted leave of absence until further notice, pending an investigation of his office, is entitled to the salary of his office while so absent, not to exceed thirty days, exclusive of Sundays and legal holidays. (Vol. 9, p. 724.)

*Employment of an additional clerk to the Secretary of the Navy.*—Under the provision in section 4 of the act of August 5, 1882, that clerks shall not be employed in any of the Executive Departments unless specifically appropriated for by Congress, the employment of a confidential clerk to the Secretary of the Navy in addition to the clerk provided for in the act of February 25, 1903, is not authorized. (Vol. 10, Pt. I, p. 3.)

*Compensation of an employee of the Government detailed for work in connection with the Louisiana Purchase Exposition.*—Under the provisions of section 14 of the act of March 3, 1901, payment to an employee of the Government detailed for work in connection with the Alaskan exhibit, Louisiana Purchase Exposition, of compensation other than his regular salary, actual traveling expenses, and per diem in lieu of subsistence, is not authorized. (Vol. 10, Pt. I, p. 124.)

*Appointment of paymasters' clerks of the Navy.*—Section 1556, Revised Statutes, which fixes the pay of paymasters' clerks of the Navy, not having provided for clerks to the paymasters of vessels which are not rated, the appointment of a clerk to the paymaster of a torpedo-boat flotilla is not authorized. (Vol. 10, Pt. I, p. 206.)

## DECISIONS OF THE COURT OF CLAIMS.

*Pay of letter carrier.*—A letter carrier of the first class, without fault, is notified that until further notice he must report for duty as a substitute. He is subsequently reinstated in his former position, and now sues for the difference in pay while serving as a substitute.

I. Where a letter carrier accepts the terms of an order which takes his name from the roll of regular letter carriers and places it on the roll of substitutes without objection or protest, he thereby assents to the arrangement and can not recover the compensation of a regular carrier while paid for his services as a substitute.

II. Notwithstanding that a rule exists in the Post-Office Department which provides that no carrier shall be removed except for cause and upon written charges, there is no provision of law which gives a carrier a permanent position, and the removal of a carrier is beyond review by the courts.

III. The power conferred by law upon the Postmaster-General is to employ carriers so far as the public convenience may require. The power to regulate this includes the power to remove or reduce carriers to the list of substitutes.

IV. In the absence of proof to the contrary, courts must assume that the discretion of the Postmaster-General in reducing the number of carriers is legally exercised.

V. Where the Postmaster-General has power to remove, the reduction of a carrier to the substitute roll is a modification of the power for the benefit of the carrier.

VI. It is well settled that the courts have no general supervisory power over the proceedings of the Executive Departments.

VII. A substitute can not recover for the time when he is required to report and hold himself in readiness for assignment to service. (*Dearie v. The United States*, 36 C. Cls. R., 5.)

*Removal of general appraiser of merchandise.*—The statute provides that general appraisers of merchandise "may be removed from office at any time by the President for inefficiency, neglect of duty, or malfeasance in office." The Secretary of the Treasury informs an appraiser that "the President deems it his duty to make some changes in the personnel of the board," and requests his resignation. The appraiser refuses and demands a copy of any charges preferred against him and an opportunity to be heard in his own defense. The President thereupon removes him from the service and appoints his successor, who is subsequently confirmed by the Senate. The claimant sues for the salary of the office.

I. The act 10th June, 1890 (26 Stat. L., p. 136, sec. 12), provides that general appraisers of merchandise shall be appointed by the President, with the advice and consent of the Senate, and that they "may be removed from office at any time by the President for inefficiency, neglect of duty, or malfeasance in office." The method of ascertaining such causes is within the discretion of the President, and no legal liability attached to the Government for the failure of the President to assign the particular statutory cause for which he removes an appraiser.

II. Where the record shows that the President deemed it his duty to make changes in the board the court must assume that the changes were such as were prescribed by law, and that the President was guided by the statute prescribing the grounds upon which the officer might be removed. (*Shurtleff v. The United States*, 36 C. Cls. R., 34.)

*Right to salary during invalid suspension.*—A draftsman in the office of the surveyor-general for Idaho and in the classified civil service is suspended by the surveyor-general. No charges are preferred against him, the suspension being upon the alleged ground that his services are not needed. Two weeks after this the surveyor-general reports an accumulation of work, and asks for another draftsman. The Commissioner disapproves these proceedings, and orders the surveyor-general to reinstate the claimant. The surveyor-general then prefers charges against the claimant, which are found by the Civil Service Commission to be untrue. Subsequently the Commissioner of the Land Office orders that the claimant's suspension be permanent. The claimant seeks to recover his salary from the time of his first suspension to the time of bringing this action.

I. Where a clerk in the office of a surveyor-general was suspended by him without charges being preferred, but the suspension was revoked by the Commissioner

of the General Land Office and his reinstatement ordered, the revocation invalidated the suspension, and the clerk was entitled to the salary of his office during the period of his suspension.

II. Where a clerk in the classified service was suspended and charges were preferred against him by a surveyor-general, and the Commissioner investigated the charges and ordered that the suspension be permanent, the action of the Commissioner was in legal effect a dismissal, and can not be reviewed by the judiciary. (*Lellman v. The United States*, 37 C. Cls. R., 128.)

*Pay of night inspectors in the Customs Service.*—Certain statutes provide that "inspectors" and "inspectors employed for service at night" and "night inspectors" shall be paid not to exceed \$3 a day. In 1885 the Secretary of the Treasury changed the designation of these persons at the port of Philadelphia from "night inspectors" to "surveyor's watchmen," and the compensation from \$3 a day to \$840 a year. The services rendered under both designations are the same and prescribed by regulations.

I. The Secretary of the Treasury has general authority under the Revised Statutes (sec. 249) to direct the superintendence of the collection of duties on imports as he shall deem best; and under the act of March 3, 1881 (21 Stat. L., 429), to employ inspectors of customs at less than \$3 per day.

II. The persons designated in some statutes as "inspectors employed at night" and as "night inspectors" were really persons standing guard over goods at night to prevent removal; they do not inspect goods, or examine invoices, or make appraisements.

III. Where the Secretary of the Treasury may legally exercise the discretion of paying inspectors of customs or surveyor's watchmen less than \$3 per day, and they accept the compensation allowed, they can not maintain an action for the difference. The statutes and regulations relating to inspectors of customs and their duties and compensation examined. (*Johnston et al. v. The United States*, 37 C. Cls. R., 309.)

## SUPREME COURT OF THE DISTRICT OF COLUMBIA.

UNITED STATES *ex rel.* REBECCA J. TAYLOR *v.* ELIHU ROOT, SECRETARY OF WAR.

Rebecca J Taylor, a clerk at \$840 per annum in the War Department, was removed on July 7, 1902. Upon her removal Miss Taylor filed a petition in the supreme court of the District of Columbia for a writ of mandamus directing the Secretary of War to reinstate her. It was alleged in the petition that the letter of removal did not constitute "the copy of reasons nor the notice" required by the civil-service rules, that the removal was, in fact, because of her political opinions and beliefs, and was therefore in violation of the civil-service rules. The case was argued and submitted to the court upon the plaintiff's demurrer to the defendant's answer to the petition.

In denying the prayer of the petitioner for a writ of mandamus the court said, in part:

\* \* \* It has been decided by the Supreme Court over and over again; it has been decided by the inferior Federal courts—very recently, almost from the time of the civil-service law; at any rate, from the time that the President and the Civil Service Commission were authorized to make rules—that the only effect of those rules is to confer power, duty, and obligation upon the appointing power. \* \* \*

Congress can not delegate its legislative power, and while it may authorize subordinate officers to exercise discretion, and may authorize them to make rules and regulations in regard to the execution of particular duties or the requirements of a particular law, yet those rules and regulations do not have the effect of an act passed by Congress, nor can Congress delegate to an inferior body authority to make it a law. Congress may make those rules obligatory upon the administrative officers—officers who are appointed to administer the law—yet it does not have any further effect than that. So if those officers who are charged with performing that duty, and who are authorized to make rules and regulations to aid them in doing so, should



not properly perform their duty they would be dealt with precisely as they would in failing to discharge any other duty with which they were charged by law.

It has been held in this same connection that under the Constitution the appointment of these subordinate officers, or inferior officers as they are called in the Constitution, is a duty which Congress may devolve upon heads of Departments, the courts, or the President himself. It has been held that the power given to appoint implies the power to dismiss. That has been held for the last one hundred years, when the first case came up, and so on continuously up to within a very recent date. The Supreme Court of the United States has held that the power to appoint implies the power to dismiss, and nothing short of a legislative act in reference to the appointment would avail the party who might claim that the power had not been properly exercised. \* \* \*

But even if it were true, as petitioner claims, that neither the President nor the Secretary of War had power to dismiss her, and that the civil-service rules had the force and effect of law, and had the force and effect to repeal, or to provide that an inference which has been recognized and established by the courts of justice almost since the foundation of the Government does not obtain and shall no longer be considered law, I say even if that were not so and we took this case up as presented to us, as a case which should be heard and determined with reference to the provisions of the civil-service law and the rules of the Commission, I should be bound to say that discretion is necessarily vested in the Secretary of War; in the exercise of his duty he must act upon information which he may have and upon evidence that may affect his judgment as to the propriety of a removal from office, and that this court, under such circumstances where discretion is given to an administrative officer, has no power by mandamus for injunction to intervene for the purpose of controlling that discretion. \* \* \*

Appeal was taken, and the case is now before the court of appeals of the District of Columbia.

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## POLITICAL ACTIVITY OF OFFICEHOLDERS.

The civil-service act forbids the requirement of political service or political contributions, the use of official authority or influence in coercion of the political action of any person or body, and the solicitation or receipt of political contributions or assessments. The rules forbid the use of official authority or influence in interference with elections, and the exercise, promise, or threat of discrimination for political reasons.

The Commission has authority to make investigations concerning the facts and to report on all matters touching the enforcement and effect of the civil-service act, rules, and regulations. Facts tending to show violations of the act, rules, or regulations, should be promptly reported to the Commission.

On July 14, 1886, President Cleveland issued the following instructions, which were published at the time as orders by the heads of the several departments:

Officeholders are the agents of the people, not their masters. Not only is their time and labor due to the Government, but they should scrupulously avoid, in their political action, as well as in the discharge of their official duty, offending, by display of obtrusive partisanship, their neighbors who have relations with them as public officials.

They should also constantly remember that their party friends, from whom they have received preferment, have not invested them with the power of arbitrarily managing their political affairs. They have no right as officeholders to dictate the political action of their party associates, or to throttle freedom of action within party lines by methods and practices which pervert every useful and justifiable purpose of party organization.

The influence of Federal officeholders should not be felt in the manipulation of political primary meetings and nominating conventions. The use by these officials of their positions to compass their selection as delegates to political conventions is indecent and unfair; and proper regard for the proprieties and requirements of official place will also prevent their assuming the active conduct of political campaigns.

Individual interest and activity in political affairs are by no means condemned. Officeholders are neither disfranchised nor forbidden the exercise of political privileges; but their privileges are not enlarged nor is their duty to party increased to pernicious activity by officeholding.

A just discrimination in this regard between the things a citizen may properly do and the purposes for which a public office should not be used is easy in the light of a correct appreciation of the relation between the people and those intrusted with official place, and a consideration of the necessity, under our form of government, of political action free from official coercion.

Under date of June 5, 1902, the Commission addressed a letter to the President, in which it called attention to the omission in the new postal regulations, issued April 1, 1902, of former section 435, providing that—

Officeholders should not offend by obtrusive partisanship, nor assume the active conduct of political campaigns. \* \* \* This is in consonance with the order of President Cleveland of July 14, 1886.

The Commission also called the President's attention to the following statement in its Eleventh Report:

The Commission feels strongly that whatever rule is adopted should apply equally to adherents of all parties, and that it would be safe to adopt as such a rule the requirement that the adherents of the party in power shall never do what would cause friction in the office and subvert discipline if done by the opponents of the party in power. A man in the classified service has an entire right to vote as he pleases and to express privately his opinions on all political subjects, but he should not take any active part in political management or in political campaigns, for precisely the same reasons that a judge, an army officer, a regular soldier, or a policeman is debarred from taking such active part. It is no hardship to a man to require this. It leaves him free to vote, think, and speak privately as he chooses, but it prevents him, while in the service of the whole public, from turning his official position to the benefit of one of the parties into which that whole public is divided; and in no other way can this be prevented.

The Commission recommended either that a general Executive order upon the subject be issued by the President, or that recommendation be made to the heads of Departments for the establishment of regulations similar to the post-office regulation which had been omitted.

The following reply was received under date of June 13, 1902:

GENTLEMEN: As the greater includes the less, and as the Executive order of President Cleveland of July 14, 1886, is still in force, I hardly think it will be necessary again to change the postal regulations.

The trouble, of course, comes in the interpretation of this Executive order of President Cleveland. After sixteen years' experience it has been found impossible to formulate in precise language any general construction which shall not work either absurdity or injustice. Each case must be decided on its merits. For instance, it is obviously unwise to apply the same rule to the head of a big city Federal office, who may by his actions coerce hundreds of employees, as to a fourth-class postmaster in a small village, who has no employees to coerce, and who simply wishes to continue to act with reference to his neighbors as he always has acted.

As Civil Service Commissioner under Presidents Harrison and Cleveland I found it so impossible satisfactorily to formulate and decide upon questions involved in these matters of so-called pernicious activity by office-holders in politics that in the Eleventh Report of the Commission I personally drew up the paragraph which you quote. This paragraph was drawn with a view of making a sharp line between the activity allowed to public servants within the classified service and those without the classified service. The latter under our system are, as a rule, chosen largely with reference to political considerations, and, as a rule, are and expect to be changed with the change of parties. In the classified service, however, the choice is made without reference to political considerations and the tenure of office is unaffected by the change of parties. Under these circumstances it is obvious that different standpoints of conduct apply to the two cases. *In consideration of fixity of tenure and of appointment in no way due to political considerations, the man in the classified service, while retaining his right to vote as he pleases and to express privately his opinions on all political subjects, "should not take any active part in political management or in political campaigns, for precisely the same reasons that a judge, an army officer, a regular soldier, or a policeman is debarred from taking such active part."* This, of course, applies even

more strongly to any conduct on the part of such employee so prejudicial to good discipline as is implied in a public attack on his or her superior officers, or other conduct liable to cause scandal.

It seemed to me at the time, and I still think, that the line thus drawn was wise and proper. After my experience under two Presidents—one of my own political faith and one not—I had become convinced that it was undesirable and impossible to lay down a rule for public officers not in the classified service which should limit their political activity as strictly as we could rightly and properly limit the activity of those in whose choice and retention the element of political considerations did not enter; and afterwards I became convinced that in its actual construction, if there was any pretense of applying it impartially, it inevitably worked unevenly, and, as a matter of fact, inevitably produced an impression of hypocrisy in those who asserted that it worked evenly. *Officeholders must not use their offices to control political movements, must not neglect their public duties, must not cause public scandal by their activity;* but outside of the classified service the effort to go further than this had failed so signally at the time when the Eleventh Report, which you have quoted, was written, and its unwisdom has been so thoroughly demonstrated, that I felt it necessary to try to draw the distinction therein indicated.

Sincerely, yours,

THEODORE ROOSEVELT.

UNITED STATES CIVIL SERVICE COMMISSION,  
Washington, D. C.

The Postmaster-General, on October 1, 1902, issued the following instructions to the officers and employees of the Post-Office Department:

As to political activity, a sharp line is drawn between those in the classified and those in the unclassified service. Postmasters or others holding unclassified positions are merely prohibited from using their offices to control political movements, from neglecting their duties, and from causing public scandal by political activity.

A person in the classified service has an entire right to vote as he pleases, and to express privately his opinions on all political subjects, but he should take no active part in political management or in political campaigns.

The Attorney-General, in a letter dated September 18, 1902, addressed to all officers and employees of the Department of Justice, said:

The spirit of the civil-service law and rules renders it highly undesirable for Federal officers and employees to take an active part in political conventions or in the direction of other parts of political machinery. Persons in the Government service under this Department should not act as chairmen of political organizations, nor make themselves unduly prominent in local political matters. It is expected and required that all officers and employees of this Department shall act in entire conformity with the views herein set forth.

Instructions, along the same lines as the above, were issued by other Executive Departments and independent offices in the fall of 1902.

In connection with a charge that reached the Commission in which it was alleged that J. L. Aull, a clerk in the quartermaster's department at large at St. Louis, Mo., was serving as an alderman of Belleville, Ill., and which was referred to the War Department as a matter relating exclusively to the internal administration of the Department, the following opinion was rendered by the Judge-Advocate-General of the Army:

\* \* \* \* \*

These papers relate to a complaint by Chris. Knebelkamp and Dr. A. S. Halstead, of Belleville, Ill., against J. L. Aull, a clerk in the quartermaster's department at large, St. Louis, Mo., on account of alleged activity in local politics, he having been actively engaged in furthering the influence of "The Good Government and Improvement Association, of Belleville, Ill.," and having accepted the office of alderman of that city on that ticket.

In his defense it is claimed that the association in question is nonpartisan; organized solely for the purpose of remedying abuses and furthering good and pure city government, and that it is composed of men of all political parties. It also appears that before accepting office he sought the advice of the depot quartermaster at St. Louis, Mo., who in fourth indorsement hereon says:

"When the subject was first presented to me by Mr. Aull, and the situation set forth in detail, I readily gave my assent to his accepting the position tendered, as it

would not interfere with his official duties as a clerk, and at the same time expressed the opinion that his participation in a local movement for purer and better municipal government was in line with good citizenship, and could not possibly be construed to his prejudice under the rules and regulations governing the conduct of employees of the Department anent political matters. To this extent I am doubtless responsible for his present position in regard to municipal affairs in Belleville."

The complaint is referred by the Civil Service Commission to—  
 "the Secretary of War for his information and such action as he may deem necessary in view of the Executive order of January 17, 1873, relative to the holding of municipal offices by Federal officeholders, and of the President's letter of June 13, 1902, to the Civil Service Commission, in which it is stated: 'The man in the classified service \* \* \* should not take active part in political management or in political campaigns.'"

The Commission also requests that it be advised of the action taken.

The Executive order referred to provides that—  
 "persons holding any Federal civil office by appointment under the Constitution and laws of the United States will be expected, while holding such office, not to accept or hold any office under any State or Territorial government or under the charter or ordinances of any municipal corporation,"  
 except certain offices named; and further, that the—  
 "acceptance or continued holding of any such \* \* \* office \* \* \* by any person holding civil office as aforesaid, \* \* \* other than judicial offices under the Constitution of the United States, will be deemed a vacation of the Federal office held by such person, and will be taken to be and will be treated as a resignation" of the Federal office. It is also provided that heads of Departments, etc., are charged with the duty of seeing—  
 "to the enforcement of its provisions and terms within the sphere of their respective Departments," etc.

In my opinion this order applies to the case under consideration, but I do not think that it is self-executing. On the contrary, the duty to enforce its provisions is in the appointing power of the officer violating them, i. e., in this case in the Secretary of War. Moreover, the exercise of this duty is subject to the provision of the civil-service rules subsequently adopted forbidding removals from the "competitive classified service, except for just cause and for reasons given in writing"—the person sought to be removed to be furnished a copy of the reasons and allowed a reasonable time for personally answering them in writing.

It would seem also that this man has taken an "active part in political management or political campaigns," contrary to the President's letter of June 13, 1902, referred to by the Civil Service Commission. I do not think that that letter should be construed as limited to efforts on behalf of one or the other of the leading political parties, but it embraces all political contests. However, under the circumstances of this case I am of opinion that the attention of this man should be invited to these views and that he should be given an opportunity to resign the municipal office. In case he resigns that office, no further action in the way of discipline appears to be necessary.

GEO. B. DAVIS,  
*Judge-Advocate-General.*

WASHINGTON, D. C., June 15, 1903.

The Commission has been advised that Mr. Aull tendered his resignation on June 29, 1903, as alderman of the Seventh Ward, Belleville, with the request that it be accepted immediately.

## INVESTIGATIONS.

During the period covered by this report a number of investigations of alleged violations of the civil-service law or rules, political assessments, illegal appointments, frauds in examinations, etc., have been made under the direction of the Commission. The more important cases are outlined below, a brief statement of the charges, the action of the Commission, and the results secured being given in each case. Minor investigations have been omitted as of no permanent or important interest.

These statements are arranged alphabetically, according to the name of the place where the investigation was made, under three general heads, "Political Assess-

ments and Political Coercion," "Irregularities in Appointments, Removals, and Assignment of Unclassified Employees," and "Frauds and Irregularities in Connection with Examinations," etc.

### POLITICAL ASSESSMENTS AND POLITICAL COERCION.

#### **Birmingham, Ala.**

##### POLITICAL COERCION IN ALABAMA.

In October, 1902, a statement signed by six residents of Birmingham, Ala., was filed with the Commission, alleging pernicious political activity and coercion of subordinates on the part of certain Federal officeholders of Alabama. An investigation made by one of the Commission's representatives developed the fact that the charges had their origin in an attempt of the so-called "Lily White" faction of the Republican party of Alabama to exclude negro voters from the party conventions. The report of the investigation showed that qualified Republican voters were excluded from two beat (or precinct) meetings of Republicans held at Birmingham in August, 1902, because these voters were colored men, and that Federal officeholders were responsible for such exclusion. At each of these beats there were three doorkeepers. W. M. Selcer, a railway mail clerk; John C. Dietz, a stamp clerk in the Birmingham post-office, and another person, not an officeholder, were the doorkeepers at one of the meetings, and the said W. M. Selcer, J. Nick Vaughan, a deputy United States marshal, and another person, not an officeholder, were the doorkeepers at the other meeting.

The evidence conclusively showed that these doorkeepers by force prevented many colored men from entering the hall in which the meetings were held, that the men refused admittance were qualified voters and Republicans and resided in the said beats. The complainants charged that J. W. Hughes, postmaster at Birmingham, and J. H. Bingham, collector of internal revenue for the district of Alabama, had coerced the subordinate Federal officials above named into serving as doorkeepers at the mass meetings, but this charge was not sustained. The prominent part taken by Post-Office Clerk Dietz, Railway Mail Clerk Selcer, and Deputy Marshal Vaughan in these political meetings was regarded by the Commission as in violation of the instructions of the President, the Post-Office Department, and the Department of Justice, regulating the conduct of employees with respect to political activity, and on January 5, 1903, the cases of Dietz and Selcer were submitted to the Post-Office Department, and the case of J. Nick Vaughan was submitted to the Department of Justice, for such action as the Departments deemed proper to take. On May 9, 1903, the Post-Office Department wrote the Commission as follows:

Replying to your communication of the 3d ultimo, regarding the cases of John C. Dietz, stamp clerk in the Birmingham, Ala., post-office, and W. M. Selcer, railway mail clerk, I beg to advise you that the Department, on receipt of your favor of January 5, 1903, took action in the cases to the end that Mr. Dietz was permitted to resign, which he did on January 14, 1903, and Mr. Selcer was suspended for ten days without pay for conduct prejudicial to the public service, with the warning that a repetition of the offense would lead to his removal.

The Department of Justice called upon Mr. Vaughan for his statement concerning the charges against him, and under date of February 16 the Department wrote the Commission inclosing a copy of a letter from Mr. Vaughan denying the charges brought against him. In reply the Commission stated that the case had been referred to the Department for such action as in its judgment the facts seemed to warrant, but that if the submission of the papers called for comment the Commission believed that a reprimand and a warning not to take part in the management of primaries hereafter would be all that was required. The Department then wrote Mr. Vaughan as was suggested by the Commission.

**Columbia, S. C.****POLITICAL ACTIVITY IN SOUTH CAROLINA.**

In September, 1902, the Commission received complaint from E. H. Deas, chairman of the Republican State executive committee of South Carolina, and W. H. Waddell, signing himself "Precinct Chairman, Leavenworth, S. C.," charging coercion of subordinates and interference in elections and further undue political activity on the part of certain Federal officeholders in South Carolina. The officials against whom complaint was made were John G. Capers, United States attorney for the district of South Carolina; Micah Jenkins, collector of internal revenue for South Carolina; J. H. Fordham and E. W. Screven, deputy collectors of internal revenue; William E. Boykin, storekeeper and gauger, and J. H. Johnson, clerk in the Internal-Revenue Service. A thorough investigation of the charges was made in November, 1902, by one of the Commission's representatives, but the evidence obtained failed to show that any of the officers above named had been guilty of violating the civil-service act and rules by using official authority or influence for the purpose of coercing the political action of any person or body, or for the purpose of interference in an election or controlling the result thereof. The evidence, however, did show, in the opinion of the Commission, that Messrs. Capers, Johnson, Boykin, and Fordham had been unduly active in politics to the extent of violating the Executive order of July 14, 1886, the instructions of the President in his letter to the Civil Service Commission dated June 13, 1902, and orders of the Executive Departments. Accordingly, the case of John G. Capers was brought to the attention of the Attorney-General, and the cases of J. H. Johnson, William E. Boykin and J. H. Fordham were brought to the attention of the Secretary of the Treasury for such action as the Departments deemed proper. There was no evidence to support the charges against Messrs. Jenkins and Screven, and the cases against them were dropped.

In reference to the case against Mr. Capers the Attorney-General wrote the Commission under date of March 9, 1903, "that when this matter was first called to my attention in October last, I reprimanded Mr. Capers for his action in issuing the campaign circular mentioned in the documents which you now transmit, and forming the basis of the present charges. I have again written Mr. Capers, referring to my former letter, and further instructing him as to his duty as a Federal officeholder in view of the civil-service law and rules and the regulations of this Department upon the subject."

Relative to the charges against Messrs. Johnson, Boykin, and Fordham the Treasury Department wrote the Commission under date of June 15, 1903, that the cases, "as set forth by the papers submitted showed no specially new features from those brought out at the time of the previous investigation by the Department, and it was not then thought to be a case calling for any definite action by the Department."

**Denver, Colo., Surveyor-General's Office.**

In December, 1902, the Commission investigated the matter of the alleged solicitation and collection of political assessments and coercion of political action of the employees on the part of officials in the office of the United States surveyor-general for the district of Colorado. The testimony taken at the investigation established the following facts:

For several years money was solicited and received for political purposes by officials in the office from employees, regular assessments being levied in certain months preceding elections. Elections took place nearly every spring and fall. The payments were so regularly demanded and expected that they were commonly known to the employees as the "dog tax," and were promptly paid by a large number of them. The burden of the tax was apportioned among the clerks according to their compensation, and each was to pay one, two, or three days' salary per month, as

the needs of the campaigns seemed to demand. Another method employed in collecting money for political purposes was by the so-called membership in the "advisory board" of the State central committee. The membership fee was \$10 a year, and collections were asked and received from employees for this purpose as well as for political purposes in general.

The payments were not voluntary. One witness testifies that the "request was made in the form of a demand," the person soliciting stating "that he was making a practice of levying an assessment upon all of the employees in the office for the uses of the campaign committee." Another witness says "it was whatever he designated (referring to assessments made by C. J. Christian), one, two, or three days' salary," and that employees were not asked how much they wanted to give. Lists of employees and amounts were kept by those who collected, and as payments were made the lists were checked to indicate payments. Clerks paid the assessments irrespective of their own political affiliations, and in the only two cases where employees refused to pay both apparently suffered from discrimination as a result of their refusal.

In addition to the collection of campaign funds from the employees in the office there were requirements for political work, and prior to and during campaigns many clerks were asked to perform duties of this nature, which were extremely distasteful to them, such as, for example, in the case of young lady clerks taking precinct books and going from door to door to see if people had registered. This requirement of political service was practically universal throughout the office. One witness stated, when asked if she had ever been called upon by Mr. Christian to perform political work, as follows:

Yes, in this way. He gave the girls he sent out the precinct books with the names of the people who lived in the different precincts, and *our orders were from him to go from the office to headquarters and look up the names of the new people in the precinct and put them down on this book, and his orders were that we go from door to door and find out if these people were registered, and if not to prevail upon them to register and take them down or make them promise to go down and register. I positively objected to doing anything so disagreeable and making myself so obnoxious to people, and I did not do mine, but hired it done*—he did not know that I hired it done—then gave him the books. *Some of the girls got their fathers to do it and others their brothers, and some did it themselves. It was a duty or order that most of the clerks rebelled against.*

Another witness says in this connection:

General Goodale asked me last election day, this last November (1902), if I would go and relieve a man at the polls at lunch time.

Still another:

General Goodale called me into his office and stated that I was to report at registration headquarters at a certain time each day. (This was the fall campaign of 1900.)

The evidence showed repeated violations of sections 11 and 12 of the civil-service act on the part of Charles J. Christian, chief of the mineral division, and John G. Fleming, draftsman; and of section 2 of Civil-Service Rule II on the part of Christian. Accordingly formal charges were preferred against Christian and Fleming by the Commission and communicated to the Secretary of the Interior, with recommendations for their removal from the service. Christian and Fleming were removed on March 6, 1903.

It appeared that the collections of money for political purposes and the requirements of political work were distinctly with the knowledge and approval of Surveyor-General Chas. C. Goodale. Christian and Fleming, in their written answers to the charges preferred against them, both stated that they had acted upon the direction and with the approval of their superior officer, meaning, apparently, the Surveyor-General.

As the Surveyor-General's term was about to expire the Commission recommended to the President that he be not reappointed. Mr. Goodale was not reappointed.

**Henderson, Ky., Post-Office.**

In October, 1902, Finley C. Balee, at one time an employee of the Henderson, Ky., post-office, charged Postmaster A. J. Worsham with having "violated the civil-service law by using his office to distribute campaign funds during the year 1900; with having violated the civil-service law by soliciting campaign funds from John H. Barret, in the post-office building, during the campaign of 1900; with having used his office as headquarters in the interest of his candidacy for delegate to the last national convention, and with having allowed one Herman Carr the freedom of the post-office, and that said Carr opened and closed mails, and had access to and handled registered matter."

The first three of these charges were made the subject of an investigation by the Commission, and the fourth, as it appeared to allege a violation of the postal laws and regulations, was reported to the Post-Office Department for its information.

The testimony taken during the investigation showed that during the campaign of 1900 Mr. Worsham received \$700 from Leslie Combs, chairman of the State central committee, to which he added \$200 of his own money, and distributed the whole among thirty precinct committeemen. He used for the purpose of meeting these committeemen two rooms outside of the post-office building.

The charge of having used his office as political headquarters was not sustained, but it appeared that there had been a technical violation at least of the provision of the civil-service act concerning political assessments and contributions.

In the meantime copies of the original charges had been transmitted to the Post-Office Department, and on October 30, 1902, the Department informed the Commission that a change would be made in the Henderson post-office. In view of this statement the Commission did not feel warranted in pursuing the matter further, as the violations were merely technical and no coercion, either expressed or implied, had been shown, and accordingly suspended action on the findings in its investigation.

On May 20, 1903, the Commission asked the Department whether or not the change contemplated in the Henderson post-office had been made, and on May 25 the Department replied in the negative. On June 4 the Commission transmitted to the Department the findings in its investigation, for such action as the Department might deem appropriate.

As far as the Commission is advised no further action has been taken.

**Louisville, Ky., Internal Revenue District.**

In its Seventeenth and Nineteenth Reports (pp. 243 and 151, respectively) the Commission presented an outline of an investigation of charges of political assessments and coercion of political action of employees on the part of officials in the Fifth internal-revenue district of Kentucky which resulted in the resignation of Collector of Internal Revenue Charles E. Sapp and Deputy Collector Leonard Parsons, and the indictment of Sapp and Parsons jointly under section 11 of the civil-service act, and of Joseph Potoning, an employee of the Louisville and Nashville Railroad, under section 12 of the act, and of all three under section 5440 of the Revised Statutes.

These cases were originally set for trial at the fall term of court, 1902, but were continued to the spring term of 1903.

Under date of March 24, 1903, the Commission was advised by the United States attorney at Louisville that these defendants had entered a plea of guilty to the indictments charging them with violation of the civil-service act and had been sentenced as follows: Messrs. Sapp and Potoning to pay fines of \$500 and costs, and Parsons to pay \$200 and costs. The letter further stated that all of these amounts had been paid.

**Mobile, Ala.**

POLITICAL ASSESSMENTS IN ALABAMA.

In January, 1903, an investigation was made by one of the Commission's representatives of charges preferred against the postmaster and other Federal officials and



employees at Mobile, Ala., alleging violations of the civil-service law and rules with regard to political assessments. The evidence taken failed to show that Postmaster P. D. Barker, of the Mobile office, had been guilty of any violation of the civil-service act or rules, and the case against him was dismissed. The evidence, however, did show that James T. Peterson, superintendent of carriers; Benjamin B. Cox, general-delivery clerk, and Clarence W. Allen, carrier, all of the Mobile office, had solicited and received from Federal employees sums of money for political purposes, and the Commission recommended to the Post-Office Department that these officials be removed from the service. A second investigation was made by two post-office inspectors, and, as a result of the two investigations, Peterson, Cox, and Allen were removed from the service in June, 1903.

The case against Cox clearly developed the giving of false testimony by both Cox and another employee, George B. Crane, who was Cox's assistant. Crane was the first witness called by the Commission's examiner, and he testified that he was solicited by Cox to make a contribution toward paying the expenses of the Barker-Wickersham convention, held in Mobile in August, 1902. The following is taken from Crane's testimony:

Q. What were Mr. Cox's exact words, as well as you remember, when he spoke to you about contributing?

A. Well, he said, "We are going to have a convention," and wanted to know if I was willing to contribute some money.

Q. What did you say?

A. I told him I was willing, and I gave him \$10 toward it. \* \* \*

Q. And you understood that the money you gave Mr. Cox was for the purpose of defraying the expenses of the Barker-Wickersham convention?

A. Yes, sir; and I was willing to give it for that.

After taking Crane's testimony the examiner immediately summoned Mr. Cox. Cox denied that he had ever solicited a contribution from Crane or anyone else. The following is an extract from Cox's testimony:

Q. Did Mr. Crane hand over any money to you at any time since he has been in the service?

A. No, sir.

Q. Did he not in August last give to you \$10?

A. No, sir.

The testimony of both Cox and Crane was recorded stenographically, and type-written transcriptions thereof were not furnished by the stenographer until the next day. Consequently Cox and Crane had opportunity to confer as to the statements made before the examiner. On the day following the giving of their testimony Cox and Crane were called upon to sign their statements, and both amended their answers, above quoted, as follows: Cox stated that, after thinking over the matter, he recalled that he had in August, 1902, borrowed \$10 from Crane. Crane declared that he had not been willing to contribute \$10 toward defraying the expenses of the Barker-Wickersham convention, but that he had *loaned* Cox \$10 at that time, which sum was still owing him.

The Post-Office Department believed Crane to be guilty of giving false testimony, and he was dismissed from the service along with the others.

Another instance of giving false testimony was in the case of Sidney DuBose, a laborer on the third floor of the Mobile post-office and custom-house. DuBose voluntarily stated that Joe Decatur, a porter on the first floor of the post-office building, came to him while the investigation was in progress and told him that the examiner was upstairs examining the employees about political assessments, and that when he was called upon to testify he (DuBose) was to know nothing about it. This statement was reduced to writing in the form of an affidavit dated January 24, 1903, and was signed by DuBose. On February 16 the Commission notified the Treasury Department of the alleged attempt of Decatur to obstruct the investigation, and requested that Decatur be called upon for his statement in regard to the affair. The

Secretary of the Treasury replied under date of March 3, inclosing copies of affidavits of Decatur and DuBose. Decatur, in his affidavit, emphatically denied the statement attributed to him by DuBose. DuBose, in his last affidavit, dated February 25, 1903, denied that he made the statement contained in his affidavit of January 24. It was clear that DuBose had sworn falsely in one or the other of his affidavits, and all the facts in the case were presented to the Treasury Department on March 12. On March 18 the Department informed the Commission that DuBose had on that date been removed from the service.

**Philadelphia, Pa., Post-Office.**

In October, 1902, an investigation was made of a complaint alleging interference on the part of employees of the Philadelphia, Pa., post-office at primary elections in that city. The investigation developed the fact that a considerable number of the employees of the post-office had taken an unduly active part in politics, such activity consisting in soliciting votes for their friends privately and at the polls, in serving on ward committees, and in other ways taking part in political campaigns. On October 18, 1902, the attention of the Post-Office Department was called to this condition of affairs, and, in consequence, under date of October 24, 1902, the Postmaster-General notified the Commission that the postmaster at Philadelphia would be advised to notify all persons in the classified service employed in his office that they would not be allowed to serve on political committees or to take an active part in political management or in political campaigns.

**San Francisco, Cal.**

POLITICAL ACTIVITY IN CALIFORNIA.

Following certain charges and criticisms which appeared in the public press, an investigation was made in February, 1903, by a representative of the Commission, of the part taken by postal employees in the campaign of 1902 in the Fifth Congressional district of California. It was charged that members of the National Association of Letter Carriers had conspired to defeat Congressman Eugene F. Loud, because he, as chairman of the Committee on Post-Offices and Post-Roads, had opposed the letter-carriers' bill providing for classification and increase of salary, and that such conspiracy indirectly violated the Executive order of January 31, 1902, which reads:

All officers and employees of the United States of every description, serving in or under any of the Executive Departments, and whether so serving in or out of Washington, are hereby forbidden, either directly or indirectly, individually or through associations, to solicit an increase of pay or to influence or attempt to influence, in their own interest, any other legislation whatever, either before Congress or its committees, or in any way save through the heads of the departments in or under which they serve, on penalty of dismissal from the Government service.

The investigation was thorough and complete, consuming about three weeks' time and a mass of testimony was taken, showing undue political activity not only on the part of letter carriers, but on the part of nearly the entire force of postal employees at San Francisco. It was shown that a large majority of the letter carriers had been bitterly opposed to Mr. Loud, and that many of them had vigorously contested his nomination by the Republican party, and then his election at the polls; and it was also brought out that others of the carriers, together with post-office clerks and other postal officials, had openly and flagrantly overstepped the limits of political activity as set forth in Executive and departmental orders. The Commission's representative, in his report, makes the following observations:

I do not believe that the letter carriers, by their votes and work, defeated Mr. Loud. The campaign in San Francisco against both Mr. Loud and Mr. Kahn (the latter in the Fourth California district) was a labor-union affair. It was a labor-union fight from start to finish, with the Democrats indorsing and supporting the labor candidates. It is true that much anti-Loud sentiment was created by the letter

carriers, but it is hardly credible that the sentiment was so strong as to change Mr. Loud's vote from 6,000 majority for him in 1900 to 6,000 majority against him in 1902. It should be remembered that, even though Mr. Kahn indorsed the letter carriers bill which Mr. Loud opposed, Kahn, too, was defeated by a labor-union candidate.

The force of postal employees at San Francisco is very large and figured to a considerable extent in the campaign in the Fifth district. Among Mr. Loud's friends were the post-office clerks and the railway-mail clerks. The higher officials in the postal service at San Francisco also labored for his reelection, and many of the carriers were likewise his avowed friends and workers. Mr. Loud had a number of supporters in the postal service who favored him, because they expected through him to secure liberal appropriations for the San Francisco post-office, and the clerical force looked to him to aid them in the matter of legislation. On the other hand a large body of the carriers bitterly opposed Mr. Loud on the sole ground of his opposition to the carriers' bill. Thus it happened that the post-office force was strongly arrayed against itself, each side battling for a selfish interest.

There is no question that the postal employees taking part in this fight directly violated the order forbidding Federal employees to participate unduly in Federal affairs, but it would be difficult to decide who were the ringleaders. It is my judgment that Mr. Loud's friends and workers in the postal service deserve fully as much censure as the carriers who opposed him.

A great deal has been said in criticism of the trip made to California by Mr. J. C. Keller, president of the National Association of Letter Carriers, in September, 1902, it being charged that Mr. Keller went to San Francisco for the purpose of encouraging the carriers in their efforts to defeat Mr. Loud. If that charge be true no one apparently knows it but Mr. Keller himself. He did make a visit to San Francisco and other points in California, but I could obtain absolutely no testimony that his trip was in any way connected with the fight that was being made in the Fifth Congressional district of California, though careful inquiry was made concerning the purpose of his visit.

Under date of April 24, 1903, the Commission wrote the Postmaster-General as follows:

The Commission has the honor to invite your attention to the accompanying report made by Mr. Fred Wannamaker, of its examining force, of the investigation of the part taken by postal employees in the campaign in the Fifth Congressional district of California in 1902. This report discloses the fact that most of the postal employees in this district were engaged in an attempt to reelect or defeat Representative Loud by methods which violated Executive and departmental orders forbidding pernicious political activity and attempts on the part of Government employees to influence legislation in their behalf. The testimony taken is very voluminous, and it may be sufficient merely to consider the report without going into the detailed evidence.

In view of the facts disclosed by the report, the Commission is of the opinion that it is not necessary to inflict the extreme penalty of removal upon all the offending employees, but it is believed to be desirable that a warning be issued by the Department that a repetition of the offense will be followed by appropriate punishment.

Under date of July 13, 1903, the Postmaster-General wrote the Commission inclosing copies of two letters sent to the postmaster at San Francisco. The letters are as follows:

WASHINGTON, D. C., July 13, 1903.

HON. W. W. MONTAGUE,  
Postmaster, San Francisco, Cal.

DEAR SIR: Please have posted in a conspicuous place in your office and at the sub-stations connected therewith a copy of my letter of this date, referring to the investigation made by the Civil Service Commission of the part taken by postal employees in the campaign of the Fifth Congressional district of California last year.

Respectfully, yours,

H. C. PAYNE, Postmaster-General.

WASHINGTON, D. C., July 13, 1903.

MR. W. W. MONTAGUE,  
Postmaster, San Francisco, Cal.

RE: The investigation made by the Civil Service Commission of the part taken by postal employees in the campaign of the Fifth Congressional district of California in 1902 seems to indicate that most of the employees were engaged in an attempt to reelect Representative Loud by methods which violated Executive and

departmental orders forbidding improper political activity on the part of Government employees. The Commission, however, reports that it would be difficult to decide who were the ringleaders, and recommends, in view of the difficulty in apportioning the responsibility for what has been done, that no employee be removed, but that all of the employees of the San Francisco post-office have their attention directed to the orders herewith appended and be warned that a repetition of the offense on their part will be followed by proper punishment.

This is accordingly done.

Respectfully, yours,

H. C. PAYNE, *Postmaster-General.*

**Topeka, Kans., Post-Office.**

In October, 1902, the Commission investigated charges against Mr. A. K. Rodgers, assistant postmaster at Topeka, Kans., of soliciting and receiving funds for political purposes from persons in the Government service.

These charges were filed by D. R. Anthony, of Leavenworth, Kans., and specified that Mr. Rodgers was treasurer of a Congressional campaign committee and of a political club known as the Curtis Republican Club, and that he was engaged in soliciting and distributing campaign funds. At the request of the Commission Mr. Anthony suggested several sources from which, he claimed, evidence might be obtained in support of the charges.

The clues suggested by Mr. Anthony were carefully followed and much testimony was taken independently, with the result that but one person was found who stated that Mr. Rodgers had, within his knowledge, ever actually solicited or received money for political purposes. This was the case of Mr. E. P. Karr, who testified that he paid Mr. Rodgers \$25 during the campaign of 1900, while he (Karr) was postmaster at Valley Falls, Kans. Mr. Rodgers stated that while he would not deny this, he had absolutely no recollection of the occurrence; he was not authorized to receive campaign funds, and if Karr did pay him money he did so voluntarily, and he (Rodgers) turned it over to the treasurer of the fund as a matter of accommodation. All the other persons suggested by Mr. Anthony as likely to give evidence against Rodgers stated emphatically—two of them under oath—that Rodgers had never, so far as they knew, solicited or received money from them or from anyone else for political purposes and had never attempted to coerce them in respect of their politics.

With respect to Mr. Rodgers's connection with the Republican Congressional committee and with the Curtis Republican Club, it was shown that he was elected to the position of treasurer of the former organization in his absence, without his consent, and had never served in that capacity. The Curtis Republican Club appears to have been merely an organization on paper. It was never engaged in soliciting funds for any purpose, and the office of treasurer, therefore, was merely a figurehead.

Shortly after these charges were filed with the Commission, the attention of the Post-Office Department was called to the apparent impropriety of Mr. Rodgers's action in permitting his name to be used as treasurer of a political organization, and on August 28, 1902, the Commission was informed by the Department that the matter had been brought to the attention of the postmaster at Topeka.

The weight of evidence obtained by the Commission in the investigation tended to show that Mr. Rodgers had not solicited or received political subscriptions from persons in the Government service and the complaint was dismissed without further action.

**IRREGULARITIES IN APPOINTMENTS, REMOVALS, AND ASSIGNMENT OF UNCLASSIFIED EMPLOYEES.**

**Atlanta, Ga., United States penitentiary.**

In October, 1902, an investigation was made by one of the Commission's examiners of the complaint filed by Mr. D. M. McCreary, of Findlay, Ohio, relative to the appoint-

ment of a steward and storekeeper at the United States penitentiary at Atlanta, Ga. Mr. McCreary's complaint, in brief, was that he made application for examination for the position of steward and storekeeper, was granted preference under section 1754, Revised Statutes, went to Atlanta to take the examination, and received an average of 80.15. His name was certified, but he did not receive appointment, and he alleged that the reason for his failure to receive appointment was that the other eligible had so much influence that the warden stated he was compelled to appoint him. In correspondence with the Commission, Mr. McCreary claimed to have it "in black and white, from two responsible gentlemen at Atlanta," that undue influence from Washington had been brought to bear upon the warden in the matter of making a selection from the eligibles submitted. In reply to a letter from the Commission, Mr. McCreary wrote on September 23, 1902, that "the black and white I spoke of are two letters" from Messrs. Dawson and Laney, the two officials next in authority to the warden, in which letters it was stated that "the warden said the man from Washington had such a pull he was compelled to recommend him."

The investigation showed that the certificate to the appointing officer contained two names, D. M. McCreary, a preference claimant, with an average of 80.15, and J. B. Webb, not a preference claimant, with an average of 70. Webb, who was a guard at the Atlanta penitentiary, was selected, the appointing officer having the right, under the rules, to select any one of the names certified. It appeared that Messrs. Dawson and Laney were old acquaintances and former neighbors of Mr. McCreary in Ohio, and that when the examination for steward and storekeeper was announced they wrote to McCreary advising him to compete for the position. Mr. Laney stated that after Webb had been appointed, McCreary wrote to him complaining of his failure to receive the appointment. Mr. Laney said he regretted very much that McCreary was not appointed, and desiring to "let him down easy," wrote McCreary that "the other man had a stronger pull." In his testimony Mr. Laney said:

If I wrote or told Captain McCreary that Warden Hawk would appoint him to the position of steward and storekeeper at the United States penitentiary, my interpretation of section 1754 was at fault. I thought the law had the same effect upon the appointing power that it had on the Civil Service Commission; that if he made a grade of 65, the Commission was compelled to list him over to the appointing officer to appoint him to the position. If I told him or wrote him that the man from Washington had the stronger pull, it was because this man was on the ground and had satisfied the warden that he would make an efficient officer. I did not have any reference to any political pull he may have had. I have known Warden Hawk for thirty years. I know him to be an honest, upright gentleman, and no amount of political influence will cause him to make an appointment. If I wrote or said anything favoring Captain McCreary, it was because he was an old soldier and because the younger element was crowding us a little bit too fast, forgetting that older people had some rights that society asked them to respect.

Mr. Dawson in a signed statement said:

Mr. McCreary wrote me a letter wanting to know if the appointment for storekeeper had been made; and if so, who was appointed? I answered and told him Mr. Webb, of Washington, D. C., and I supposed he had the highest grade and the greatest pull. I can not remember exactly word for word as I wrote it, but this is the drift of my meaning. I did not know anything of the appointment until after it was made, and I had never been consulted in any way about the appointment by Warden Hawk, nor did I ever hear him say anything about the appointment in any way before it was made or since but once, and it was when I received Mr. McCreary's letter. I showed it to the warden and asked him what I should say, and he laughed and said the other party must have had a stronger pull.

Mr. Dawson stated that the meaning he intended to convey by the word "pull" was not at all as Mr. McCreary stated it; that he only meant that as Mr. Webb was a guard at the penitentiary and was on the ground, he was more likely to receive the appointment than one away.

In the opinion of the Commission the investigation failed to show that there was any discrimination as charged by Mr. McCreary, and his complaint was dismissed.

Mr. Webb resigned the position of steward and storekeeper on October 2, 1902. Mr. McCreary received a temporary appointment to the position on December 1, 1902, but he resigned from the position in two or three weeks afterwards. Later a special examination was held to fill the vacancy and nine eligibles resulted therefrom. Mr. McCreary being a preference claimant, and his eligibility not having expired, still stood at the head of the register.

The Commission, under date of March 16, 1903, wrote Mr. McCreary that "the appointing officer is of the opinion that, as you resigned the temporary position (of steward and storekeeper) on December 31 last, you would not accept probationary appointment, which would be made permanent at the end of six months should your conduct and capacity be satisfactory. In order that the question may be settled, it is requested that you immediately advise the Commission of your desires in this matter." Mr. McCreary replied under date of March 21, 1903, that "it would be utterly useless for me to accept a position under the Hon. S. A. Hawk, the present warden. I have no reason to believe that he would treat me differently should I accept the position. I believe him capable of doing anything to gain his end, even to trying to blacken a character, as I am informed, and I would not care to place myself at the mercy of such a man. I am sadly in need of employment, but I could not accept a position under that man."

Mr. McCreary's name, however, was not removed from the register, and he was certified along with two others for the vacant position. Mr. McCreary was not selected.

#### Philadelphia, Pa., United States Mint.

##### ASSIGNMENT OF UNCLASSIFIED LABORERS.

In the spring of 1903 complaint was made to the Commission by the Pennsylvania Civil Service Reform Association that a large number of employees in the Philadelphia mint had being removed, ostensibly by reason of "reduction of force," but actually for the purpose of assigning unclassified laborers to classified work.

The Commission made a thorough investigation of these charges, and found that on May 1, 1902, when Superintendent Landis of the mint assumed charge there were 489 classified and 75 unclassified employees, a total of 564. On May 1, 1903, at the time of the investigation, the number of classified employees had been reduced to 451 and the number of unclassified employees increased to 117, a total of 568. During this period the work of the mint had appreciably increased, as stated by the superintendent.

From May 1, 1902, to May 1, 1903, there were 12 appointments through certification by the Commission and 79 appointments without certification by the Commission. There were 49 separations from the classified force and 26 from the unclassified force. Of the separations from the classified force, 34 were on account of removal and the others were separated by resignation, death, etc. Of the separations from the unclassified force, 22 had been removed and the others separated by resignation, death, etc. There was therefore a net decrease of 37 in the number of classified employees and a net increase of 53 in the number of unclassified employees. About 50 of the unclassified employees were found assigned to classified work at the time of the investigation. Eligible registers from which selections could have been made to fill vacancies in classified positions were maintained by the Commission during the period covered and special examinations could have been held if necessary, notwithstanding the statement of the superintendent that the increase in the number of unclassified employees was on account of the extra work involved in the

Philippine coinage, in the counting of the coin on account of the change of superintendents in May, 1902, and the heat in the annealing and melting rooms, requiring reliefs for the employees in those rooms. The superintendent claimed in this connection that much of this work was of a temporary character, and that it would have been difficult to persuade eligibles on the registers to accept such employment. It appears, however, that nearly all of the unclassified employees appointed by him who are still in the service were appointed nearly a year ago, from which it would seem that the work is of a permanent nature.

From the facts set forth in the report it appeared that the number of unclassified laborers in the Philadelphia mint was increased during the year out of all proportion to the amount of unclassified work to be performed. The eligible registers of the Commission were largely ignored and unclassified employees appointed without examination and assigned to classified work in violation of the civil-service rules.

The Commission approved the recommendations made by its representative, which were as follows:

(1) That the positions in the Philadelphia mint occupied by unclassified laborers who are assigned to classified work be treated as classified vacant positions, and that as the eligible registers for the mint are depleted at this time an open competitive examination be announced for the purpose of filling the positions mentioned.

(2) That the regulations governing appointments, promotions, and transfers in the mints and assay offices be revised with a view to the simplification of the different schedules of positions and the establishment of an apprentice register of eligibles especially for the mints.

(3) That the regulations for the employment of laborers proposed for the Philadelphia post-office be also adopted for the Philadelphia mint.

In accordance with the first recommendation an examination was held on September 1, 1903, and on September 28 registers were established for helper, fireman, carpenter, and assistant electrician. Up to the present time (January 21, 1904) there have been 48 selections from the helper register, 3 from the fireman register, and none from the other registers. In addition, the superintendent of the mint states that he has reassigned to unclassified work a portion of the laborers who were formerly assigned to classified work. The details necessary to carry out the second and third recommendations are still under discussion, and consequently these recommendations have not yet been made effective. Amended regulations governing appointments, promotions, and transfers in the mint and assay offices have been prepared, but they have not been submitted to the Department, as it is desired that the labor situation be first cleared up.

#### REMOVAL OF FRANCIS P. RODDEN AND OTHERS.

In December, 1902, and January and March, 1903, a number of employees were removed from the Philadelphia mint by reason of "reduction of force." One of the employees dismissed, Francis P. Rodden, complained to the Commission through the Pennsylvania Civil Service Reform Association, alleging that there had been no bona fide reduction in force, but that unclassified laborers had been assigned to the work of the dismissed employees. An investigation of the operation of the civil-service rules in the Philadelphia mint in June, 1903, showed that the charge that there had been no actual reduction in the force was true, and a specific investigation of Mr. Rodden's case, which was later made, disclosed the fact that the first information he received regarding his removal was that contained in the following letter from the superintendent of the mint:

By direction of the Mint Bureau instructing me to dispense with the services of all employees who are not absolutely required, I hereby inform you that your services will not be required after the 20th instant. Leave of absence is granted you to and including that date.

When he was later requested to state the reasons for his action, the superintendent of the mint sent Mr. Rodden the following letter:

In compliance with your request, I will state that upon complaint of the foreman of the rolling room, and the recommendation of both the coiner and the foreman of the rolling room, your services were dispensed with upon the grounds of insubordination.

In the first of these letters the superintendent of the mint gives as a reason for his action for removing Mr. Rodden the necessity for reducing the force, while in the second letter he states that Rodden was removed upon the ground of insubordination. The Commission could not accept the first of these reasons as adequate, because the force was not reduced, there being merely a reduction in the number of classified employees, while the number of unclassified employees was correspondingly increased. Nor could Rodden's removal be regarded as valid on the second ground, as he was neither notified of the charge against him nor given an opportunity to answer the same, as required by the rules.

Investigation also showed that Charles Miller, Adam Ritchie, Thomas Devine; and Howard Cole, watchmen in the mint, were removed on December 2, 1902, ostensibly on account of reduction of force, but in reality for political reasons. On the date that these men were removed six unclassified laborers, namely, Thomas Laymon, Samuel Wilson, James Duffy, B. Peck, George Schwartz, and John Pedrick were detailed to perform watchman duties. There was thus no reduction in the number of persons employed as watchmen, but, on the other hand, there was an increase of two. Moreover, the watchmen who were discharged were all Democrats, while the laborers assigned to their work were Republicans.

In view of the facts brought to light in these cases, the Commission, on October 12, 1903, requested the reinstatement of each of the employees referred to. They were reinstated on October 27.

### **Washington, D. C.**

#### **OBSERVANCE OF THE CIVIL SERVICE LAW AND RULES IN THE WASHINGTON, D. C., POST-OFFICE.**

Under date of May 2, 1903, the Postmaster-General called the attention of the Commission to an article in the Washington Post which represented Mr. S. W. Tulloch, formerly cashier of the Washington post-office, as making statements reflecting unfavorably on the administration of that office. The Postmaster-General asked to be advised as to the standing of the Washington post-office in its relations to the Commission; of the number of employees excepted from the requirement of examination; and of any other facts bearing upon the administration of the civil-service act and rules in that office. The Commission made reply on May 4, and on the same day the Postmaster-General addressed the following letter to the Commission:

I should be pleased if you would have one of your examiners detailed to make an investigation of the Washington city post-office, with a view of ascertaining whether or not the civil-service law and regulations have been and are being complied with in the administration of that office.

By direction of the Commission two of its employees immediately began an investigation. On June 12, 1903, the Commission addressed the following letter to the Postmaster-General, transmitting, with its approval, the report of the investigation:

The Commission has the honor to submit herewith, with its approval, the report of an investigation made by its representatives, in compliance with your written request of May 4, 1903, and your oral instructions to determine (1) whether all of the employees outside the force of carriers were regularly in the service and entitled to their positions; (2) whether the civil-service rules had been observed in the employment and assignment of laborers; and (3) whether there had been a general observance of the civil-service law and rules in the administration of the Washington post-office during the incumbency of the present postmaster.



In answer to the first question—whether all of the employees outside the force of carriers were regularly in the service and entitled to their positions—the report shows that appointments to competitive classified positions in the Washington post-office during the administration of Postmaster Merritt have been made in close conformity with the spirit and letter of the civil-service rules, except when transfers from outside offices of persons appointed for the purpose of classification and improper assignments of laborers to classified duties have interfered with the proper method of appointment. An inspection of certifications taken at random shows that the postmaster selected for appointment 90 out of 100 persons whose names were certified to him from the registers of the Commission, although the requirement of the civil-service rules would have been met by the selection of one from each certification of three names, or only 60 out of 100.

In 1897 a practice was adopted by the Post-Office Department, and continued, for the purpose and with the effect of evading the requirement of the civil-service law and rules that appointments to classified positions shall be based upon competitive examination. The method employed was to appoint persons to unclassified post-offices shortly before the classification of those offices by the establishment of the free-delivery service, and to transfer to other offices and departments the persons so appointed shortly after their classification, the effect of the combined appointment and transfer being to admit the persons designated to positions which should have been filled by open competitive examination. The number of persons thus entering classified positions by appointments in smaller offices and subsequent transfers increased from 2 in 1897 to 22 in 1898, 28 in 1899, reaching the maximum number of 61 in 1900, and decreasing to 15 in 1901, 8 in 1902, and 2 in 1903. The total number of such appointments and transfers was 138.<sup>a</sup>

The Commission, on February 9, 1898, called the attention of the Department to the evil which would result, and requested that the practice be discontinued. The First Assistant Postmaster-General, on February 19, 1898, replied in a letter in part as follows:

"I have to say that in compliance with your suggestion it is the purpose of the Department in the future to confine appointments of persons at post-offices where the establishment of free delivery is contemplated to a period of not less than six weeks prior to the establishment, and the appointments to residents of the city in which the establishment of free delivery is to be made. Unless the emergency is great and necessity extreme, it is our determination to make no appointment at these offices earlier than sixty or ninety days, and unless the nonresident has expert knowledge of the postal service and his especial abilities are required in the establishment, to refuse all applications for the appointment of others than residents of the city where the establishment is to be effected."

The practice continued notwithstanding this promise to discontinue it, and the Commission wrote many letters of protest to the Department, among them being the letters of May 16, June 11, and November 7, 1898, April 4 and April 11, 1899, and May 24, 1900.

With a view to curing the evil or greatly restricting it, the Commission submitted to the President on June 20, 1898, a draft of a proposed amendment of the civil-service rules to require that no person should be transferred until after six months' actual service in the office in which he became classified. On June 11, 1900, this suggestion to the President was renewed. On December 7, 1901, the proposed amendment was submitted again and became a part of the civil-service rules four days later. It is believed that this, with the amendments made in the revised rules of April 15, 1903, will prevent this abuse in future.

During the whole period of the continuance of this abuse the Commission adopted every means which, in its judgment, might lead to a remedy.

In his report of his investigation of the Somerville and Summit, N. J., post-offices in 1900, which was transmitted to the Postmaster-General, Mr. Procter said:

"The persons who were classified in those offices and borne on the rolls, and who never appeared and rendered service, it appears were illegally paid, if paid from the funds of the Post-Office Department, because they did not render service. They were illegally paid if paid in the Post-Office Department or in the Philadelphia post-office, where some of them were serving, because they were borne upon the rolls elsewhere. If they did not receive pay for the time when they were so borne upon the rolls at the Summit and Somerville offices, it is a violation of the statute prohibiting the rendering of service without compensation.

These appointments were made of people who do not reside in the postal districts, but were forced upon the postmasters by the Department, thus making the subordi-

<sup>a</sup> The last ten were appointed six months prior to their classification.

nate cooperate with the Department in evasion of the law, which is very demoralizing to the public service."

Of the application of this practice to the Washington post-office it may be said that at least 20 persons were appointed to outside offices shortly before, and transferred to the Washington office shortly after, the establishment of free delivery in said outside offices. Eighteen of the 20 employees were either in unclassified positions in the Government service in Washington or resided in Washington or its vicinity at the time of their nominal appointment. Only 6 ever entered upon duty in the outside offices. Eight of them have been continuously in the Government service in Washington from dates preceding their nominal appointments to outside offices to the present time, the formality of appointment and transfer having caused no break in their service. Ten of the employees took the oath of their nominal appointments in Washington, 7 took it in the outside offices, and 3 have no recollection of taking it at all. Four drew pay from the outside offices, but did no work there, and 1 drew pay from the post-office at Salisbury, Md., for seven months, serving there four or five weeks, and the remainder of the time in the Washington office. Most, if not all, of these cases involved the cooperation of the postmasters at the several outside offices with the Department in evasion of the law, and the Washington postmaster was similarly involved by the subsequent transfers of the persons so appointed. The Commission issued certificates for these transfers under protest and endeavored to stop the practice, as stated elsewhere, insisting upon actual service in the outside office prior to transfer when it found that persons who had not so served were being transferred.

From March, 1897, to May, 1903, there were 56 transfers to the Washington post-office, while during the same period there were only 34 transfers to the post-offices in Buffalo, Cincinnati, Cleveland, New Orleans, and Pittsburg, each of which has a greater population than Washington.

Closely akin to the cases just considered are those of at least four employees appointed in small offices shortly before their consolidation with the Washington office, who were appointed in order that they might be covered by the classification rather than in the interests of the service, as is shown by their immediate transfer to other stations. According to Postmaster Merritt, the First Assistant Postmaster-General declared that one of the persons who was classified in the post-office at Langdon by its consolidation with the Washington office on May 1, 1903, was appointed partly for the purpose of classification, and that he would stand for it.

Mr. Oliver H. Smith, now on the rolls of the office under the designation of finance clerk, is engaged mainly in the supervision of the laboring force, and has never been regularly and actually assigned to act as auditor, such assignment being one of the conditions necessary to the exception of the position of finance clerk from the requirement of examination. It appears that Mr. Smith should be actually assigned to the duties of auditor or be separated from the service.

Concerning the second subject of the investigation—whether the civil-service rules had been observed in the employment and assignment of laborers—the report shows that of the 59 laborers constituting the present laborer force of the Washington post-office, 42 are performing, in the main, work properly pertaining to the position of unclassified laborer, though 3 of them formerly did classified work; that 10 are performing the duties of watchmen, which should be performed by classified employees, and that 7 are engaged mainly upon duties of a classified nature.

Fifty-six laborers were appointed and removed during the administration of the present postmaster, a number but slightly smaller than the present total force of laborers. Of this number 35 were appointed by the direction of the Department, 13 by the postmaster at the solicitation of members of Congress and other prominent men, and 8 by the postmaster on his own initiative. Twenty-nine of these employees were assigned to classified work with the knowledge and consent of the Post-Office Department. It appears from the testimony of the postmaster that he protested against this practice; that in the cases of several of these appointees there was no necessity for their services; that persons appointed under the designation of laborer and assigned to classified work were inferior to those selected from the eligible registers of the Commission, and that equal efficiency would have been secured with much greater economy had the Department left the personnel of the force to his own selection.

The third question which the investigation was to determine—whether there had been a general observance of the civil-service law and rules in the administration of the Washington post-office during the incumbency of the present postmaster—hardly admits of a direct affirmative or negative answer. The principal instances of disregard of the civil-service rules are those already considered. Another departure from the observance of the civil-service rules appears in the promotions of certain employees

in the Washington post-office which have been directed by the Department, although reports of efficiency are neither requested nor received by the Department. A case in point is that of a lady who was nominally appointed in the Moorestown, N. J., post-office, but never left the Washington post-office; who owed her appointment to the classification-transfer method; was promoted from September 1, 1900, to July 1, 1901, from \$600 to \$1,600 per annum by direction of the Department, and is doing the work formerly done by an employee who received a compensation of only \$1,000 per annum.

The information disclosed by the investigation seems to warrant the statement that appointments to classified positions in the Washington post-office without examination, by the devious method of appointment in small unclassified offices, or in offices about to be consolidated, and subsequent transfer, and the appointments of those laborers who were appointed and separated during the administration of the present postmaster, show a wide departure in policy from a strict regard for the public interest, and afford indications that the Department used the Washington post-office for political and personal purposes to an extent which left the authority of the postmaster in transfers and appointments of this sort but little more than nominal, and placed the office in many respects in the relation of a bureau to the Department.

The investigation seems to show clearly that most of the irregularities herein set forth were directed by the Department or requested or suggested by high departmental officials, and in either case came to the postmaster with all the force of a direction. With the exception of the appointment of 8 laborers afterwards separated, 3 clerks appointed to offices about to be classified, and 1 employee appointed in the Good Hope post-office just before its consolidation, it appears that Postmaster Merritt did not initiate any of these improper appointments or assignments, and his responsibility for them appears to be secondary and dependent upon the extent to which a subordinate is justified in protesting against the orders or suggestions of his official superiors.

The investigation indicates that the employees who entered the service by transfer and without examination are, in general, inferior to those appointed through competition. The investigations made by the Commission show that many of the persons who entered the service by transfer had failed upon competitive examination, were from States which were in excess of the apportionment, or had not passed with sufficiently high grades to be reached for appointment by the regular methods.

It is the observation of the Commission that where a service or an office remains unclassified there is always a tendency to increase the number of employees beyond the number actually required for the transaction of business.

Among the employees in the Department or in the post-office service who were brought into the classified service within the last few years by classification, having been appointed without examination under the rules, were 30 war emergency employees classified by the act of April 28, 1902; 12 made permanent under paragraph 17 of Rule VII, and 338 classified in the rural free-delivery service on November 27, 1901. The total number of employees in these three classes who entered the service upon considerations other than fitness as ascertained by competitive examination was 380.

Nearly all of the clerks and messengers in the rural free-delivery service who were covered into the classified service were in positions in Washington, D. C. One hundred and thirty-three of them were appointed prior to July 1, 1901; 26 were appointed in the four months immediately preceding the classification, and 56 were appointed in the 26 days preceding classification. How many of these were appointed for reasons other than the needs of the service it is, of course, impossible for the Commission to determine, but that the service was packed with employees in the interests of the individual is indicated by the fact that the number of appointments in the month of the classification was more than twice as great as for the preceding four months. This assumption is strongly supported by the fact that during the entire eighteen months that this service has been classified there have been 17 persons selected for appointment to positions within the District of Columbia, as against 56 clerks and messengers appointed during the 26 days preceding the classification.

There was no necessity of anticipating the needs of the service by an excessive number of appointments just before classification, for the Commission had registers of eligibles at that time which were ample, and also appropriate, as is shown by the fact that all but 4 of the 37 appointments which have been made to the rural free-delivery service in the District of Columbia and outside since November 27, 1901, were from registers then in existence.

The appointments made under the circumstances above set forth resulted in a congestion of the service, and when a reduction is to be made the employees appointed for political or personal considerations are cared for, sometimes at the expense of *persons appointed upon merit and without influence.* In relieving the branches of

the service thus crowded with employees, transfers are made to other parts of the service, to the injury of eligibles in line for appointment by reason of their ascertained fitness.

The passing of the war emergency, the amendment on December 11, 1901, of the rule relating to transfers, and the new provisions of the revised rules which became effective on April 15, 1903, will, it is believed, prevent the continuance of these abuses in the classified service; and the adoption, at the earliest practicable date, of regulations for the employment of laborers in the Washington post-office in accordance with the Executive order of March 26, 1903, will, there is reason to hope, put the employment of laborers on the basis of fitness and the needs of the service.

The report of the investigation and the letter transmitting it called forth a letter to Postmaster-General Payne from the Hon. Charles Emory Smith, formerly Postmaster-General, which appeared in the public press of July 20, 1903. The following letter to the Postmaster-General under date of July 24, 1903, was written by the president of the Commission in reply to the letter of Mr. Smith as printed in the newspapers and contains exact quotations or fair representations of most of his statements which seemed to demand attention:

My attention has been called to the letter, dated July 14, of Hon. Charles Emory Smith, as it appeared in the public press of July 20, commenting on the recent letter of the Commission in regard to the administration of the public service in the Washington post-office. If this letter were based upon the facts disclosed by the records, or could be read in connection with the Commission's letter and the report of the investigation upon which it was based, there would be no necessity for remark or reply. Under the circumstances there are certain parts of Mr. Smith's letter which seem to demand attention.

The relevancy of a portion of the Commission's letter has been denied by Mr. Smith, although the essential facts it contained have not been controverted. Concerning the question of relevancy, it may be stated that the present Postmaster-General requested the Commission to investigate and report whether the civil-service law and rules had been and were being complied with in the Washington post-office; and that, as the investigation disclosed the fact that the post-office occupied, to a considerable extent, the relation of a bureau to the Department, in the matter of appointments and other changes, some of the departmental affairs necessarily came within its scope. This was especially true with regard to persons appointed to outside offices for the purpose of classification and afterwards transferred to the Washington post-office and later to the Department, as well as in the cases of persons appointed as laborers but irregularly assigned to classified duty in the Washington post-office who were afterwards appointed in the rural free-delivery service just before their classification.

Mr. Smith states that the one-third of Mr. Procter's letter which immediately concerns the Washington post-office may properly be left to the answer of the postmaster, whom it directly concerns.

The facts, as disclosed by the investigation, show that the Department, and not the postmaster, was responsible for most of the violations and evasions of the civil-service law and rules in the Washington post-office. It is, therefore, an evasion and not a refutation of the facts recited in this part of the letter, to say that it may properly be left to the answer of the postmaster. The answer of the postmaster is already recorded in the report of the investigation in statements signed by him. When questioned as to the responsibility for the infractions of the civil-service rules in the Washington post-office, he said:

"As most of the appointments of the people who have in any degree violated the civil-service regulations have been designated or made by the Department, it seems to me that the responsibility for violation of the regulations should be located with the parties directing the appointments."

Again, he said:

"People that had proved inefficient in the Department \* \* \* had been unloaded upon the post-office on several occasions, as is instanced by the case of \_\_\_\_\_."

The postmaster also stated that, in his opinion, his office could have been run with the same degree of efficiency, but with much greater economy, if the Department had left the personnel of the force to his own selection.

In commenting upon that part of the Commission's letter which deals with the classification-transfer method adopted by the Department to evade the rules, he avoids, by a safe margin, the facts disclosed by the investigation. He says:

"It is the statute, not the Department, that puts the clerks of new free-delivery

offices into the classified service. Their classification is a matter of law. Their transfer is a matter of rule."

The statement begs the question. It is a civil-service rule promulgated by the President which provides for the classification of clerks at free-delivery offices, and the Commission construes this rule as recognizing only bona fide employees as acquiring a classifiable status. It was the Department and not the statute or the rules that placed the names of 18 residents of Washington or its vicinity on the rolls of post-offices in various parts of the United States, without reference to the needs of those offices, and in most cases without their ever serving in those offices, for the sole purpose of getting them into classified positions in the Washington post-office or the Department. The Department, in making these appointments, without doubt reverted to the practice which the civil-service act was designed to prevent, and to this extent nullified the law.

Mr. Smith says, in reference to the same subject:

"In 1897, before I became Postmaster-General, some persons were appointed to offices about to be classified, and after classification transferred to other parts of the service. The practice thus introduced continued in a limited degree."

As a matter of record, there were only four such appointments made during the latter part of 1897 and the early part of 1898, prior to the appointment of Mr. Smith, and 124 under his administration.

Mr. Smith says:

"No rule, even at this time, forbids transfer at any time in the exactly parallel case where small unclassified offices are classified by being consolidated with larger classified offices."

This assertion ignores the fact that section 8 of Civil Service Rule II forbids the classification of an employee in an office which is to be consolidated with a classified office, unless he has actually served therein during the sixty days next preceding the consolidation, or was appointed through competitive examination.

He also quotes his letter of December 27, 1900, to the Commission, in which he agreed that admissions to the service should, as far as practicable, be made only upon examination, and stated that directions had been given which would remove all just ground of complaint. Mr. Smith now states his belief that the Commission never answered this letter, and declares that he will not comment "on the peculiar candor which made no acknowledgment of the removal of all just ground of complaint then, and seeks to suppress the truth about it now."

A sufficient reply to this statement will be found on page 300 of the Seventeenth Annual Report of the Commission, published in the early part of 1901, in which this statement follows the full quotation of Mr. Smith's letter:

"It is gratifying to the Commission to be able to state that, since the date of the above letter, but one case of this kind has occurred."

The letter of December 27, 1900, was a declaration of intention on the part of the Department to observe the intent of the law, after six written appeals from the Commission, ranging from May 16, 1898, to May 24, 1900, two references of the matter to the President, and the appointment and transfer of 124 employees by the objectionable method.

Mr. Smith resents the statement that the Rural Free-Delivery Service was packed with employees in the interests of the individuals, just before classification, as indicated by the fact that 56 were appointed in the twenty-six days just preceding classification on November 27, 1901, while only 17 were appointed between that date and May, 1903. He attributes the large number of appointments just before classification to the great increase of work, as indicated by the fact that the appropriation for the Rural Free-Delivery Service for the year ended June 30, 1902, was double the amount for the preceding year.

He does not explain why, although the appropriation was again more than doubled for the year ended June 30, 1903, it was necessary to appoint but 17 persons in Washington from November 27, 1901, to May, 1903. It seems a fair inference that the appointments prior to classification so far exceeded the needs of the service that few appointments were necessary even when the appropriation was more than doubled for the year ended June 30, 1903.

He adds:

"You have been Postmaster-General a year and a half and you have not dropped one of them. If the service was 'packed,' how faithless you have been to your duty! This heedless critic didn't see that this blow was aimed at you as well as me."

Mr. Smith apparently fails to recognize the fact that the rapid growth of the rural free-delivery service under your administration would speedily relieve this condition without recourse to removals.

He cites the fact that 41 of a certain group of 56 employees mentioned in the Com-

mission's letter were women, as indicating that the influences leading to these appointments were not political. The Commission has not claimed that the influences which prompted the numerous appointments under consideration were all political, nor will anything be found in the letter or report which necessitates an analysis on the basis of sex. It is a fact, however, that nearly all of the persons, men as well as women, appointed or employed in evasion or contravention of the civil-service law and rules, who were examined during the investigation, were appointed through the influence of Senators and Representatives or high officials of the Post-Office Department. Their names and the names of the persons who urged their appointments appear in the report of the investigation.

Mr. Smith states that the Department was engaged for some weeks with the Civil Service Commission in framing a system and body of rules for the appointment of rural letter carriers, and that in this work Mr. Procter proved so unreasonable, so dogmatic, and so impracticable that he had to be overruled by his own associates and eliminated from all part in the construction of the framework.

This statement will be amusing, as both Mr. Foulke and Mr. Garfield were aware of the fact that it was at my request that Commissioner Foulke took up the question of the examination of rural letter carriers with the Post-Office Department. There was never the slightest difference of opinion between the three Commissioners with respect to the advisability of making the examination for entrance to these positions as simple and practical as possible.

Mr. Smith's letter closes with the statement that "Mr. Procter's innuendoes justify a personal statement which will be more becoming in a less formal paper."

An editorial in the Philadelphia Press of July 20, 1903, presumably contains this personal statement. The article is given over almost entirely to abuse and vituperation. One or two exceptions will be noted in a supplementary statement I shall give to the public press with a copy of this letter.

As the matters under consideration had their origin prior to your induction into office, this letter can not properly be regarded as referring in any way to your administration of the Department.

Many of the irregularities due to former practices have been cured by the separation of employees from the service or by their reassignment to duties properly pertaining to their positions.

During the past two years a number of improvements have been instituted in the Washington post-office and in the post-office service in general. Appointments of laborers for assignment to classified work have ceased, and the Department no longer directs appointments to such positions. The number of temporary appointments without examination has been largely reduced. The Department now makes such appointments from the registers of eligibles and has issued a circular to all postmasters at free-delivery offices directing that all proper means be taken to encourage persons to enter the examinations, so that the necessity for temporary appointments owing to the depletion of registers will be lessened. Certificates for appointments to positions in the 900 smaller post-offices are now issued directly by the Commission instead of by the secretaries of the local boards, as was formerly the case. The Commission is now enabled to deal directly with the Department and to expedite public business, and a much larger number of appointments through open competitive examination have been made in the post-office service in the last two years than were ever made before in the same space of time. As illustrating this, during the seventeen months from August, 1900, to December, 1901, 7,362 appointments of this character were made. During the seventeen months immediately following 9,854 appointments were made—an increase of almost 2,500.

The Department has instituted the policy of continuing fourth-class postmasters beyond the term of four years and no longer removes them for political reasons, thus making their terms of office independent of changes of administration.

#### APPOINTMENT OF JOHN C. ALLGOOD AS RURAL CARRIER.

On May 21, 1903, the Commission received the following letter from the Postmaster-General:

I inclose herewith certain papers in the matter of the appointment of John C. Allgood as rural carrier on route No. 1, Gallatin, Tenn.

There seems to have been a clerical error in making the ratings. Senator Bate, who called on me regarding the troubles in connection with this Gallatin delivery route, stated that Mr. Reuben D. Brown had passed the examination one point higher than John C. Allgood, who received the appointment.

I would be pleased if you would have a searching investigation made, to show all the facts in this case.

Kindly return the papers sent herewith, with the result of your investigation, at as early a date as practicable.

In accordance with this request the Commission made investigation into the appointment of John C. Allgood as rural carrier at Gallatin, Tenn., to determine whether, as had been charged, one Reuben D. Brown, who was also an applicant for the position, made a higher rating in the examination than Allgood, and was therefore entitled to the appointment. Allgood is the carrier who was held up by masked men near Gallatin, Tenn., and threatened with bodily harm unless he immediately separated himself from the postal service.

The Commission's investigation developed the following:

The service on the five routes leading out of Gallatin was established on March 2, 1903. The examination of the candidates for appointment as carriers on these routes was held at Gallatin on May 16, 1902, by John J. Graham, a route inspector employed by the Post-Office Department, who, after investigating the feasibility of establishing the route which had been petitioned for, acted as the Commission's representative, as a matter of convenience and through the courtesy of the Post-Office Department, in conducting the examination.

Fifteen candidates appeared for the examination, 13 of whom obtained eligible averages. The papers of one applicant were canceled for the reason that he did not reside on the route which he had selected and was not therefore entitled to consideration.

When the establishment of the service had been ordered the central board certified (taking the candidate of highest standing on each route) Franklin for route 2, Chrisman for route 3, Hall for route 4, Dillard for route 1, and Rutherford for route 5. Chrisman and Dillard, carriers on routes 3 and 1, respectively, resigned on February 26, 1903. Dorris, who stood highest of the remaining candidates for route 3, was selected to succeed Chrisman. Not one of the eligibles remaining on the register had elected to serve on route 1, in which there was a vacancy caused by the resignation of Dillard. In such cases it is the practice to choose from the list of eligibles the man of the highest standing, irrespective of the route he originally selected, as otherwise another examination would be necessary to obtain an eligible list for that route. On the face of the record R. D. Brown stood highest of the available men, but in certifying a person for a route for which he has not signified his preference it is customary to review the papers with a view to determining whether he will prove acceptable to the patrons on the route.

In making this review of the papers it was discovered that an error had been made in rating Brown's examination papers and that Allgood should have stood higher than he on the register. The proper correction was made and Allgood was certified and appointed.

This error in the rating is explained as follows: Under the regulations, the person representing the inspector's first choice for the route is given a rating of 50; of the second choice, 47; of the third, 44, etc. Mr. Brown represented the inspector's third choice on the route on which he had elected to serve, and was therefore entitled to a rating of 44. The person who rated the papers inadvertently rated him as the inspector's second choice, and gave him a mark of 47. Thus his name was entered upon the eligible register with a general average of 91, while after correction had been made it was reduced to 88, two points below the average of Allgood and one point below three of the other competitors who obtained averages of 89. It is thus *seen that the certification of Allgood was not only justified but was positively required under the regulations.* This error, while unfortunate, had not resulted in a preju-

dice to any of the persons involved, and the case was closed with the following letter to the Postmaster-General:

As requested in your letter of May 20, the Commission has investigated the circumstances leading up to the appointment of John C. Allgood as rural letter carrier No. 1, at Gallatin, Tenn., and has the honor to submit herewith, with its approval, its representative's report.

It will be noted that the Commission's representative concurs in the report made by M. C. Fosnes, acting general superintendent of the free-delivery system; that the certification of Allgood by the central board was not only justified, but positively required under the regulations established for its guidance.

I have made a personal inspection of the examination papers of Brown and Allgood, which papers are now in the possession of the Commission, and find that Allgood was entitled to a higher rating than Brown, and that his certification and appointment were perfectly proper.

#### REMOVAL OF W. A. MILLER FROM THE GOVERNMENT PRINTING OFFICE.

Under date of June 17, 1903, the Commission received a complaint from Wm. A. Miller, regarding his removal from the position of assistant foreman in the bindery division of the Government Printing Office. This complaint stated that upon representations made to the Public Printer by Local Union No. 4, of the International Brotherhood of Bookbinders, he was, on May 14, 1903, suspended, and on May 18, 1903, removed from his position of assistant foreman.

Mr. Miller's statement of his case, as contained in his complaint, was essentially as follows:

In September, 1902, the Post-office Department asked the Government Printing Office for samples of binding for two lots of books, desiring a cheaper binding than that which had been used on such books previously, as the demand for them was constantly increasing. Mr. Miller furnished samples of a cheaper style of binding, which was adopted, and the books were bound at a saving to the Department of \$2,500 on one order, or about \$8,000 a year. The Bookbinders' Union resented his action in this case and in revenge tried him before the union on a charge relating to another matter, which was as follows:

"Violating that part of the obligation which forbids a member, by word or deed, endeavoring to injure the interests of any member of the society.

"*Specification:* At various times directing the members employed on the work known as 'the members' reserves' to do fourteen books a day, knowing that those members were instructed by the union not to exceed ten books a day, thereby injuring the interests of your fellow members."

He was convicted on this charge and suspended from the union for fifteen days, but the evidence submitted at the trial had more to do with the cheapening of the work for the Post-office Department than with the formal charge on which he was tried.

The Public Printer received notice of his suspension and ordered him to remain away from the office during its continuance. At the end of the period he returned to work, but was assigned to another building. Threats were made against him by members of the union, and on May 13, 1903, he was again tried on two charges: First, of having divulged some of the testimony given against him on his previous trial; and second, of having furnished a member of the House Committee on Printing with scales of prices, data, and other information, which, it was claimed, had been used to the detriment of members of the union. On the trial attention was given mainly to the second charge, and he was convicted and expelled. His suspension and discharge from the Government Printing Office followed almost immediately.

Before taking action in the matter the Commission wished to learn whether the procedure required by the rule concerning removal had been followed in this case, and, if so, whether the reasons given by the Public Printer for Miller's removal were those required by the rule. Accordingly, the information was requested from the Public Printer in the following letter:

JUNE 26, 1903.

SIR: The Commission requests that it be furnished copies of the reasons for the removal of Mr. W. A. Miller, foreman of the bindery division, on May 18, 1903, the notice to him of such reasons, and his answer, as required by civil-service Rule XIII, governing removals, when such request is made by the Commission.



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Mr. Miller recently made complaint against his removal, but did not state whether the procedure required by the civil-service rules was complied with.

Very respectfully,

JOHN R. PROCTER, *President.*

Under date of June 29, the Public Printer replied as follows:

THE UNITED STATES CIVIL SERVICE COMMISSION,  
*Washington, D. C.*

GENTLEMEN: I am in receipt of your communication of the 26th instant requesting me to furnish to you "copies of the reasons for the removal of Mr. W. A. Miller, foreman of the bindery division, on May 18, 1903, the notice to him of such reasons, and his answer, as required by civil-service Rule XIII, governing removals."

Assuming that reference was intended to civil-service Rule XII, governing removals, I have the honor to transmit herewith copies of the communications named herein, as requested.

(Copy.)

GOVERNMENT PRINTING OFFICE,  
OFFICE OF THE PUBLIC PRINTER,  
*Washington, D. C., May 14, 1903.*

MR. W. A. MILLER,  
*Branch Bindery of Government Printing Office,  
Union Building, Washington, D. C.*

DEAR SIR: I am in receipt to-day of a communication from the International Brotherhood of Bookbinders, Local Union No. 4, a copy of which is inclosed herein.

In view of the receipt of this communication, you are hereby suspended from the position of assistant foreman of the branch bindery of this office until such time as final action upon the case shall be taken.

Respectfully,  
(Inclosure.)

F. W. PALMER, *Public Printer.*

(Copy.)

INTERNATIONAL BROTHERHOOD OF BOOKBINDERS,  
LOCAL UNION No. 4,  
*Washington, D. C., May 13, 1903.*

Hon. F. W. PALMER, *Public Printer.*

SIR: I am directed to inform you that Mr. W. A. Miller has, after a fair and impartial trial, been found guilty of violating the constitution of Local Union No. 4, International Brotherhood of Bookbinders, and has been expelled from his membership therein.

This sentence to go into effect Thursday morning, May 14, 1903.

Respectfully,  
[SEAL.]

JAS. A. STOCKMAN, *Secretary.*

The bookbinders of the Government Printing Office are all members of Local Union No. 4 of the International Brotherhood of Bookbinders and under the rules of the organization are prohibited from working with a member under ban. The reply to the order of suspension was as follows:

[NOTE.—Mr. Miller's reply being lengthy is omitted for the sake of brevity. He went fully into the matter of the charges that had been made against him by the local union of bookbinders and substantially reiterated the statements made in his letter to the Commission. His defense appears to have been that whatever he did was done with a view to an economic administration of his office and a consequent saving to the Government.]

The letter of the Public Printer continues:

Following the receipt of the foregoing letter [Mr. Miller's], an order, of which the following is a copy, was issued:

GOVERNMENT PRINTING OFFICE, *May 18, 1903.*

MR. W. A. MILLER:

I am instructed by the Public Printer to inform you that your services will not be required in this office after the expiration of any leave of absence which may be found due you.

P. J. BYRNE, *Foreman of Binding.*

*All of which is respectfully submitted.*

F. W. PALMER, *Public Printer.*

It appeared from the foregoing letter of the Public Printer that Mr. Miller had been removed, not because of any delinquency or misconduct in any way connected with his employment or duties in the Government Printing Office, but because he had been charged by an organization entirely independent of the public service with having violated its constitution. The nature or truth of any charges made against him within the union were not the questions to be considered at this point, as his trial had been entirely within that body, while the Public Printer, who was the real judge of his conduct, had based his orders of suspension and dismissal solely upon his expulsion from the union. This was clearly a violation of the civil-service rules.

On July 6 the Commission, in accordance with a minute adopted on the same date, wrote the Public Printer as follows:

SIR: The Commission is in receipt of your letter of June 29, transmitting copies of the reasons for the removal of Mr. W. A. Miller from the position of foreman of the bindery division of the Government Printing Office on May 18, 1903, the notice to him of such reasons, and his answer thereto, in compliance with the Commission's request of June 26.

Section 2 of Civil Service Rule XII, governing removals, provides that no person shall be removed from a competitive position except for such cause as will promote the efficiency of the public service. The Commission does not consider expulsion from a labor union, being the action of a body in no way connected with the public service nor having authority over public employees, to be such a cause as will promote the efficiency of the public service.

As the only reason given by you for your removal of Mr. Miller is that he was expelled from Local Union, No. 4, International Brotherhood of Bookbinders, you are advised that the Commission can not recognize his removal and must request that he be reassigned to duty in his position.

Very respectfully,

JOHN R. PROCTER, *President.*

On July 13 the President ordered the reinstatement of Mr. Miller in the following letter to Secretary Cortelyou, of the Department of Commerce and Labor:

In accordance with the letter of the Civil Service Commission of July 6, the Public Printer will reinstate Mr. W. A. Miller in his position. Meanwhile I will withhold my final decision of the whole case until I have received the report of the investigation on Miller's second communication, which you notify me has been begun to-day, July 13.

On the face of the papers presented, Miller would appear to have been removed in violation of law. There is no objection to the employees of the Government Printing Office constituting themselves into a union if they so desire; but no rules or resolutions of that union can be permitted to override the laws of the United States, which it is my sworn duty to enforce.

Please communicate a copy of this letter to the Public Printer for his information and that of his subordinates.

Very truly, yours,

THEODORE ROOSEVELT.

HON. GEORGE B. CORTELYOU,  
*Secretary of Commerce and Labor.*)

On the following day the President again wrote to Secretary Cortelyou as follows:

In connection with my letter of yesterday I call attention to this judgment and award by the Anthracite Coal Strike Commission in the report to me of March 18, last:

"It is adjudged and awarded that no person shall be refused employment or in any way discriminated against on account of membership or nonmembership in any labor organization, and that there shall be no discrimination against or interference with any employee who is not a member of any labor organization by members of such organization."

I heartily approved of this award and judgment by the Commission appointed by me, which itself included a member of a labor union. This Commission was dealing with labor organizations working for private employers. It is, of course, mere elementary decency to require that all the Government Departments shall be handled in accordance with the principle thus clearly and fearlessly enunciated.

## 150 TWENTIETH REPORT OF CIVIL SERVICE COMMISSION.

Please furnish a copy of this letter both to Mr. Palmer and to the Civil Service Commission for their guidance.

Sincerely, yours,

THEODORE ROOSEVELT.

HON. GEORGE B. CORTLYOU,  
*Secretary of Commerce and Labor.*

On Wednesday, July 16, the Public Printer notified Mr. Miller that he had been reinstated and might report for duty at any time. On July 24 the Civil Service Commission issued a certificate of reinstatement, and on July 25 Mr. Miller returned to his work. On September 29 the President clearly defined his position in the following reply to the committee of union men who called upon him in regard to the case:

As regards the Miller case I have little to add to what I have already said. In dealing with it I ask you to remember that I am dealing purely with the relation of the Government to its employees. I must govern my action by the laws of the land, which I am sworn to administer, and which differentiate any case in which the Government of the United States is a party from all other cases whatsoever. These laws are enacted for the benefit of the whole people, and can not and must not be construed as permitting discrimination against some of the people. I am President of all the people of the United States, without regard to creed, color, birthplace, occupation, or social condition. My aim is to do equal and exact justice as among them all. In the employment and dismissal of men in the Government service, I can no more recognize the fact that a man does or does not belong to a union as being for or against him than I can recognize the fact that he is a Protestant or a Catholic, a Jew or a Gentile, as being for or against him.

In the communications sent me by various labor organizations protesting against the retention of Miller in the Government Printing Office, the grounds alleged are twofold: (1) That he is a nonunion man; (2) that he is not personally fit. The question of his personal fitness is one to be settled in the routine of administrative detail, and can not be allowed to conflict with or to complicate the larger question of governmental discrimination for or against him or any other man because he is or is not a member of a union. This is the only question now before me for decision, and as to this my decision is final.

### FRAUDS OR IRREGULARITIES IN CONNECTION WITH EXAMINATIONS, ETC.

#### **Boston, Mass., Post-Office.**

In an examination for the Boston, Mass., post-office, held on December 4, 1902, the competitors who presented admission cards of Bartholomew J. Fahy and James J. Hughes, and who proceeded to take the examination under those names, were recognized as James M. Curley and Thomas F. Curley.

This fact was brought to the attention of the United States district attorney with a view to the prosecution of these persons under the Revised Statutes. They were indicted, brought to trial, and found guilty as indicted. The court sentenced each of the defendants to two months in jail, and the Commission has been advised that they are now on bail pending appeal.

#### **Henderson, Ky., Post-Office.**

Complaint was filed in July, 1902, by Postmaster A. J. Worsham, of Henderson, Ky., that Henry Metzner, a carrier in that post-office and a member of the Commission's local board of examiners, had been instrumental in bringing about the failure in his examination of Herman Carr, a negro, who had taken the examination for the Henderson post-office on February 19, 1902. It was charged that Metzner, who conducted the card-reading test, had improperly charged a number of errors against Carr and thereby caused him to fail in the examination.

The evidence adduced in the investigation which ensued was, while conflicting, at least sufficient to discredit Metzner's competency and efficiency as a representative of the Commission, and, in the opinion of the Commission, warranted his removal from the service. He was accordingly removed from the board and the facts in the case were communicated to the Post-Office Department for its information and action.

On November 29 the Post-Office Department informed the Commission that in an investigation of charges against Postmaster Worsham, which was conducted prior to the Commission's investigation of charges against Metzner, it had been necessary for the Department's inspectors to pledge the protection of the Department to those employees who testified against the postmaster. Henry Metzner was one of those who so testified, and as the postmaster was the chief witness against him in the later investigation, the Department did not feel certain that his dismissal was justified.

In view of this statement, the Commission informed the Department that it would take no further action, but at the same time resubmitted all the evidence against Metzner for such action as the Department might decide to take.

As far as the Commission is advised no action has been taken by the Department.

#### **Louisville, Ky., Post-Office.**

In April, 1900, the Commission received complaint that William H. Goodall, who took an examination for the Louisville, Ky., post-office in November, 1899, had made a false statement in his application. It was charged that he had given a negative answer to the question as to whether he had ever been convicted of or indicted for any crime, when as a matter of fact he had been indicted twice, had been convicted on one of these indictments, and was then under bond pending an appeal.

The truth of these charges was amply sustained by the ensuing investigation and Goodall's examination was accordingly cancelled, and the facts were submitted to the Attorney-General for appropriate action.

On April 13, 1903, the Commission was informed by the Attorney-General that Goodall had entered a plea of guilty to an indictment charging him with a violation of section 5418, Revised Statutes, and that he had been thereupon sentenced to pay a fine of \$50, which he had paid.

#### **Lynchburg, Va., Post-Office.**

In December, 1901, complaint reached the Commission that John E. Boze, whose name appeared on the eligible register for the Lynchburg, Va., post-office, had made a false statement in his application concerning his age. The complainant inclosed in his letter a certified copy of Mr. Boze's marriage certificate from which, assuming his age as given therein to have been correct, he must have been 52 years old at the time of filing his application, while he stated therein his age to be but 44 years.

In a letter to the Commission Boze explained the discrepancy between the marriage certificate and his application in respect to his age by saying that his age had always been a matter of doubt with him as his parents died when he was quite young and the age given in his marriage certificate was believed by him at the time to be correct, but that later the physician who attended his mother at the time of his birth had told him that that occurred in 1857, and he had thereafter accepted the physician's statement as correct.

After some correspondence the Commission on February 11, 1902, canceled his examination on the ground that the weight of evidence was against his contention that he was within the age limit. In the meantime, namely on January 20, Boze had been appointed in the Lynchburg post-office as a result of the examination. Before Boze's separation from the service by reason of the cancellation of his examination additional evidence was submitted in the shape of sworn statements tending to show that he was within the age limit at the time he filed his application. Among these affidavits were one of Dr. E. H. Murrell and one alleged to have been made by Ann Maria Brooks. On the strength of this additional evidence Mr. Boze's examination was, on March 16, reinstated.

Upon subsequent complaint of R. E. Craighill that he had been discriminated against in favor of Boze in respect to promotions in the Lynchburg post-office, and, in view of the doubt that still existed as to Boze's real age, the Commission ordered

an investigation of the whole affair. This investigation disclosed the fact that the alleged affidavit of Ann Maria Brooks was a forgery, she not having seen it herself and being unaware of its actual contents, while the statements made by Doctor Murrell to the examiner in respect to the date of Boze's birth were totally at variance with the statement made in his affidavit.

Accordingly, on August 9, 1902, the Commission submitted the report of its examiner to the Attorney-General, with the recommendation that both Boze, by whom it appears the affidavit supposed to have been made by Ann Maria Brooks was forged, and A. W. Nowlin, whose notarial certificate was attached to the supposed affidavit, be prosecuted therefor.

On October 2, 1902, the Attorney-General referred to the Commission a copy of a letter from the United States attorney for the western district of Virginia in which he stated that, while there was no doubt in his mind that the affidavit was obtained by improper means and influences, in view of the fact that the only witness for the Government was both infirm and illiterate and her evidence would not be considered as reliable, he was convinced that the Government would not be able to prove that forgery had been committed.

Boze was dropped from the rolls of the Lynchburg post-office at the end of his probation, July 20, 1902.

#### **New York, N. Y., Custom-House.**

In an examination for the New York Custom-House on October 21, 1901, the competitor who presented the admission card of Jeffrey O'Connell and proceeded to take the examination under that name, was recognized as Daniel O'Shea, who was formerly employed in the customs service. Subsequent investigation developed undoubted evidence of the impersonation of O'Connell by O'Shea. This evidence was accordingly submitted to the Department of Justice, with a view to their prosecution for conspiracy to defraud the Government, under sections 5418 and 5440, Revised Statutes.

O'Connell and O'Shea were indicted conjointly in March, 1902, for conspiracy to defraud the Government. They were not apprehended, however, until the following November, when O'Connell immediately gave bail, and O'Shea, who did not procure bail for several weeks, was confined in jail. After several delays and postponements the cases were brought to trial in October, 1903. Both O'Connell and O'Shea were found guilty as indicted, and the court imposed a fine of \$50 upon each. A strong plea for leniency was made by counsel for the defense on account of the poverty of the defendants, and the fact that O'Shea had been in jail some time awaiting trial. The court, in announcing sentence, stated that it was influenced chiefly because the defendants had not perjured themselves on the witness stand.

The Commission subsequently barred both O'Connell and O'Shea from future examinations.

#### **Pine Grove, Pa.—Case of Thomas A. Dress.**

On April 30, 1902, the following letter was received at the office of the Civil Service Commission:

PINE GROVE, PA., *April 28, 92 (1902)?*

MR. JOHN R. PROCTER, *Washington, D. C.*

DEAR SIR: How would a twenty-dollar bill suit you in the aid of securing me a position as messenger or watchman, for which positions I took an examination at Harrisburg on October 20, 1901. I will remit you twenty dollars just as soon as I am satisfied that you secured a position for me.

Yours, truly,

THOS. A. DRESS.

As this letter contained a direct offer and promise to pay money to an officer of the Government for procuring a position, in violation of section 1781, Revised Statutes, it was submitted to the Attorney-General with a view to the writer's prosecution.

Dress was duly indicted and was brought to trial on March 12, 1903. The jury returned a verdict of guilty, with a recommendation for mercy, in view of which recommendation the court imposed a sentence of thirty days' imprisonment, \$1 fine, and the costs of prosecution. The Commission had in the meantime canceled the eligibility Dress obtained under his examination, and had barred him from future examinations.

**Rural Carrier Service—Case of J. W. Arnold.**

In May, 1902, an investigation was made by the rural carrier examining board into charges of irregularities in conducting examinations for rural carrier on the part of J. W. Arnold, a special agent in the rural free-delivery service.

The investigation disclosed a number of irregularities extending over several months. The evidence indicated that Arnold had assisted various competitors in their examinations; had permitted one competitor to complete his examination at his home and not in the presence of the examiner, as required by the regulations; had recommended an applicant for first place on the eligible list who was not eligible under the regulations, which fact appears to have been known to Arnold at the time, and had reported a certain competitor as having taken the card-reading test when, as a matter of fact, this was untrue.

The rural carrier board submitted the findings in this investigation to the Commission, and upon the Commission's recommendation Arnold was removed from the service by the Postmaster-General.

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## SUPERANNUATION.

This question has been discussed by the Commission at pages 14-17 and page 89 of the Sixteenth Report, pages 330-332 of the Seventeenth Report, pages 144-150 of the Eighteenth Report, pages 24-29 and 176-188 of the Nineteenth Report, and at page 21 of this report.

Attention is invited to the following data prepared by the United States Civil Service Retirement Association showing the progressive adoption of pension systems by business institutions. The principle of pensioning employees, while comparatively new in this country, is generally in vogue among the old and experienced institutions in Europe. The data here presented shows a widespread interest in the subject by business institutions in this country. The institutions which have tried pension systems testify that the practical results have been excellent, both with regard to the business interests of the institutions themselves and the interests of the employees who contribute to the fund from which the pensions are paid.

The primary motive for establishing a pension system is that such a system benefits the employer, and it is to the advantage of the employer that the pay should take the form of a deferred pension. The pension attaches the employee to the service and at the same time enables him to be dispensed with when he becomes elderly and inefficient. It also affords an incentive to continued service and continued good service, since employees realize that unsatisfactory conduct may at any time entail the loss of a very valuable asset; reduces the temptation to quick riches, and operates as a very strong inducement to men, when they reach the age of 40 or 50 years and have acquired considerable experience, to remain and not to be tempted away into other walks of life.

While primarily instituted for the benefit of the employer, the pension system is a benefit to the employee. The pension is recognized as a portion of his pay, or at least pay for continued service, contingently payable on the continuity being maintained during a definite period. It is found that employees will insure themselves against various contingencies, such as accident, sickness, death, and strikes, but will

not insure themselves against old age. It is an undertaking by the employer to provide for the employee throughout his life, whether it be long or short, continuing to him, when his powers begin to fail, a means of livelihood sufficient to enable him to maintain himself in the social position he may have reached by his good service. This is being done to an increasing degree in commercial life, by placing the employee on less exacting work or pensioning him outright when he becomes infirm. What is called a pension by commercial institutions having such a system is merely a continuance of pay promised for a whole life's service during the later years of life, a period when service, if rendered, would probably be useless, and in many cases worse than useless.

It is said that because of its pension system the British civil service has earned its high reputation for fidelity, zeal, and independence. With the exception of the United States all of the great powers of the world pension their civil servants. In the British service the actual pension assured is as many sixtieths as the actual number of years served, not exceeding forty, and is calculated on the pay received on retirement or during the last three years of service.

A pension may take either of two forms—a periodical allowance by the employer on account of past services or else a periodical payment out of a fund made up of contributions by the employees themselves—the contributors in one form or another obtaining refunds of the money paid by themselves, when, under various changing circumstances, they have ceased to be aspirants for provision for old age. The only plans that have met with favor in our own civil service have been of the latter class. It has been proposed to provide a sufficient old-age fund by reductions of the salaries of employees, without expense to the public. Such reductions would not raise the question of a special tax, as would be the case if a percentage were deducted from appropriated salaries, for no one can question the right of Congress to reduce salaries. If the superannuated employees were continued on the rolls after retirement, the payments would be provided for through existing channels, and there would be a reserve force of experienced employees which could be called upon in an emergency to perform active duty without additional expense to the Government.

In its last report the Commission discussed the remedies proposed for the evils of superannuation, and stated that it would be wise for Congress to provide that the further admission of persons into the classified service should be based upon the condition that the persons so admitted should provide against their own superannuation or other disability by adequate insurance, the premiums to be deducted from their salaries, and that superannuation and disability annuities for those now in the service should also be provided for, to be secured, so far as practicable, by similar deductions from salaries. It recommended that a committee of experts should be selected, either by detail from the public service or otherwise, to aid the President in preparing suitable rules to accomplish these results.

It has been shown by official reports that superannuation exists in the various Departments, even in the highest grades, and there can be no doubt that the lack of energy and ability to perform the work assigned is very detrimental to the service. The employees who are more than 65 years of age were almost all appointed before the passage of the civil-service act or have been brought into the classified service by reinstatement or by extension of classification, since the average age of those who enter through examination is about 28 years. Many of the superannuated employees have rendered long, faithful, and efficient service, and the heads of the Departments have not the heart to remove them. It is idle to say that these persons should have made provision for their own superannuation, or that the duty of the appointing officer is wholly to the state, and that when a clerk, through the weight of years becomes inefficient, he should be removed. It is inevitable that until some provision is made for this class of employees, the Government service will continue to be *a refuge for them*. It is not merely that they draw pay for work that is not per-

formed, but their retention injures the service in other ways, and stands in the way of reforms in methods of doing the public work.

The conditions which have forced large business institutions to adopt pension systems exist to an intenser degree in the public service, partly due to the reluctance of appointing officers in making removals and partly to the lack of a wise system for making promotions upon efficiency. Under the enforcement of sound promotion regulations reductions and dismissals would tend to reduce to a minimum the number of inefficient and incapacitated employees, because under such regulations there would be a constant weeding out and reduction to lower grades of this class of employees. Such a system would discover incapacity and other defects which now remain hidden, and assist efficient men in the lower grades to rise and take the place of the inefficient. The failure to have an adequate promotion system thus results practically in a civil pension roll by the retention of superannuated clerks who fail to do their proper share of work. The efficiency of the service would be measurably increased if there were a continual upward movement and a regular retirement of the superannuated, and consequent influx of the young, strong, and ambitious. In outside business the stress of competition affords sufficient motive to obtain efficiency, but in the Government service these motives are largely absent, and it is necessary to establish systems by law and rules which will bring about efficiency.

The reasons for a provision for those who are too old to render effective service do not rest upon sentimental considerations, but upon considerations of economy and efficiency in the administration of the service. If provision were made for those who are too old to render effective service, all those in the service who might become eligible to its benefits would be under strong inducements for good behavior. With freedom from anxiety for the future, they could devote their best efforts to their career in the civil service, and would not be under the necessity of directing their energies to efforts in other channels, or to seeking a more secure livelihood in other occupations. Young men now entering the service with little assurance for their future, look rather to acquiring some outside profession or business, and they do not have the same motives of devotion to good service that govern in outside employments. They may lose their salary at a time of life when the avenues of outside employment may be closed to them, no matter how long or faithfully they may have labored in the public service. They are thus on the alert for other employment which will enable them to better their future condition. Few of the young men now entering the service do so with a definite intention of remaining in it permanently or of making it a career. It is accepted as a makeshift while preparing for a profession or looking for other employment.

The best men, as a rule, do not remain in the service and the public interests constantly suffer from the frequent changes in positions requiring professional and technical qualifications. These conditions do not exist to such a degree in the Army or Navy. The same qualifications which lead to success in the higher parts of the civil service are given a more generous reward in commercial and professional life, with a chance of brilliant prizes. The Army, Navy, and judiciary retain men of the highest intellectual and moral worth, men with qualifications that are constantly in demand in civil life, which promises greater incomes than are given by the Government. The difference is almost wholly due to the assurance given by the retirement law that the officer shall not lack the means of maintaining himself and family in comfort when disabled. The expense of the retirement system in the Army, Navy, and judiciary is more than repaid by the improvement in the character of the service which the Government receives, the infusion of young men of force and ambition, and the obtaining of a stable and experienced body of employees.



**SUPERANNUATION, RETIREMENT, AND PENSION PROVISIONS FOR EMPLOYEES ADOPTED BY BUSINESS CORPORATIONS AND INSTITUTIONS—THEIR CHARACTER AND PROGRESSIVE ADOPTION.**

The absence of some provision in the civil service of the Government whereby the employee who has served long and faithfully may be retired upon an allowance, however provided, when he has reached old age, and the Government thereby enabled to secure a younger servant, and the evident desirability of such provision, have suggested the inquiry as to what view, as a business proposition, the great business corporations and institutions take of such provision with reference to their own employees. The United States Civil Service Retirement Association has gathered some data on this subject, the results of which form the basis of this chapter.

**THE PROGRESSIVE ADOPTION.**

In 1,729 replies received from railroad companies, banks, and other representative corporations, 70 show the adoption of some plan for retiring and providing for employees at old age, and express the opinion that such is a wise business method; 386 show no such provision as yet made, though in many cases the matter has been under consideration, and it is regarded as a good business method; the remaining replies show no such provision and no special consideration of the matter, and the great majority are noncommittal upon the question as to whether or not such is a good business method, while 141 answer the question negatively.

The data secured is yet very incomplete with respect to the dates of adoption of the system by those corporations which have put such a plan into effect, but such as is furnished shows a marked progressive increase in number in very recent years. For example, the earliest adoption, as shown by this data, was by the Grand Trunk Railway of Canada in 1874. The next was by the Baltimore and Ohio Railroad Company in 1889. The Pennsylvania Railroad and the First National Bank of Chicago followed in 1900, and the Pennsylvania lines west of Pittsburg and the Illinois Central Railroad in 1901. Four, the Metropolitan Street Railway Company, the Delaware, Lackawanna and Western Railroad Company, the Philadelphia and Reading Railway, and the Andrew Carnegie Relief Fund followed in 1902; and six, the Canadian Pacific Railway, the Southern Pacific Company, the Houston East and West Texas Railway, the Oregon Railroad and Navigation Company, the Boston Elevated Railway Company, and the First National Bank of Minneapolis, Minn., followed in 1903. It is quite probable that if the data with respect to the other corporations was at hand it would be found that the dates of adoption would distribute themselves among the years in about the same proportion.

It is significant and augurs well for the plan that upon this mere statistical examination it is found that it grows in favor rather than diminishes as it becomes known to and investigated by business institutions.

In this connection the remarks of M. Riebenack, of the Pennsylvania Railroad, are quite pertinent; says he:

The inquiries made in regard to the pension system of the Pennsylvania Railroad Company indicate that it is looked upon with much favor by the community at large. Many railroads and industrial establishments have adopted pension plans outlined upon a similar basis. The correspondence received by the Pennsylvania Railroad pension department indicates that inquiries in relation to its plan and operation have been made by no less than 58 railroads and transportation companies, 19 mining and manufacturing industries, 10 insurance companies, 17 different branches of the United States, State, and municipal governments, as well as the Governments of foreign countries; also that many inquiries have been made by individuals who give such subjects thought and study.

**THE GENERAL FEATURES OF THE PLANS ADOPTED.**

(a) *A representative plan.*—It is pertinent to inquire what the general features of the plan are which are common to those adopted by the several corporations. They

are quite similar in their general tenor, and it will aid in an understanding of their scope to give a representative example. For this purpose the plan adopted by the Pennsylvania Railroad Company has been chosen and is here set forth, as follows:

1. The pension department is a department created for the purpose of enforcing the action of the boards of directors requiring that all officers and employees of the several companies who have attained the age of 70 years shall be relieved from the service; and also such officers and employees 65 to 69 years of age, inclusive, who shall have been thirty or more years in the service of the several companies, and shall have become physically disqualified; and for making payment to such employees of such pension allowances as may be authorized from time to time.

2. The department shall, under the president of the Pennsylvania Railroad Company, be in charge of a board of officers, to be appointed annually, in the month of December, by the respective boards of directors, to serve for one year from the first day of January next succeeding and until their successors are appointed.

The board of officers shall, subject to the approval of the boards of directors, have power: To make and enforce rules and regulations for the care and operation of the department; to determine the eligibility of employees to receive pension allowances; to fix the amount of such allowances; and to prescribe the conditions under which such allowances may inure.

They shall make rules for their government, not inconsistent with these regulations, elect their own chairman and secretary, and shall, from time to time, and whenever required, make reports of their action to the boards of directors, for their approval.

3. Of the employees who are required by the organizations to give their entire time to the service of the companies, there shall be two classes who shall be relieved from the service, as follows:

(a) All officers and employees who shall have attained the age of 70 years.

(b) All officers and employees 65 to 69 years of age, inclusive, who shall have been thirty or more years in the service, and shall, in the opinion of the board of officers, have become physically disqualified.

In relieving employees who shall have attained the age of 70 years, their retirement shall be made effective from the first day of the calendar month following that in which they shall have attained that age; in all other cases the date of retirement shall be from the first day of a calendar month to be determined by the board of officers.

4. In case any employee 65 to 69 years of age, inclusive, thirty or more years in the service, claims that he is, or should his employing officer consider him, physically disqualified for further service, he may make application or be recommended for retirement on proper blank, and the board of officers shall decide whether or not he shall be relieved from the service.

Physical examination by a board of three physicians, appointed by the chairman of the board of officers, shall be made of employees recommended for retirement who are less than 70 years of age.

5. In referring to the employees of the companies, the expressions "service" and "in the service" will refer to employment upon or in connection with any of the railroads or works operated by the companies associated in the administration of either the Pennsylvania Railroad pension department or the pension department of the Pennsylvania lines west of Pittsburg, and the service of any such employee shall be considered as continuous from the date from which he has been continuously employed upon or in connection with such railroads or works, whether prior or subsequent to their control or acquisition by that system.

6. It shall be the duty of every employing officer to report at once, through the usual channels, to the board of officers, on proper blank, all employees who have attained or who will in January, 1900, attain the age of 70 years, and thereafter, at least a month in advance of the date of their retirement, all employees about to attain that age, for consideration for a pension allowance.

7. The information required for a pension allowance shall be sent by the immediate employing officer to his superior officer, and by him forwarded to the proper executive officer in charge of the department in which the employee may be, for his information and forwarding to the secretary of the board of officers.

8. The pension allowances authorized by the boards of directors to be paid monthly are upon the following basis:

For each year of service 1 per cent of the average regular monthly pay for the ten years preceding retirement.

Whenever at any time it shall be found that the basis of pension allowances shall create demands in excess of the sum of \$390,000 per annum, which has been fixed by the boards of directors of the various companies associated in the administration of

the pension department as the amount which will in the aggregate be expended for pension allowances, and as often as such condition may arise a new basis, ratably reducing the pension allowances, shall be established, bringing the expenditures within the limitation, and the decision of the boards of directors in establishing such new basis shall be absolutely conclusive without appeal. Notice of such new basis shall be given before the beginning of the year in which it may be decided to put the same into effect.

9. In computing service it shall be reckoned from the date of entry in the service to the date when relieved, deduction of the actual time out of the service being then made and eliminating in the final result any fractional part of a month.

10. When pension allowances shall be authorized, pursuant to these regulations, they shall, unless and until revoked by the companies, be paid monthly, commencing on the first day of a calendar month and terminating with the date of death.

11. In payment of pension allowances, pay rolls, showing the names of those to whom allowances have been made and the amount of such allowances, shall be prepared at the close of each month by each employing officer, who shall certify as to their correctness, and forward same to his superior officer authorized to approve the same; who shall in turn send them to the board of officers for the approval of their chairman or secretary, and after the same have been approved for payment in usual manner by the accounting department, pay roll checks for such allowances will be prepared and forwarded, together with the pay rolls, to the immediate employing officer, who shall see that the pay roll checks are delivered to the proper persons, taking their receipt therefor.

12. Each employing officer must keep himself advised of the whereabouts of former employees who have been relieved from service, and promptly advise the secretary of the board of officers, through the usual channels, when any of them cease to be entitled to further pension allowances. Where they do not reside within the jurisdiction of the officer of the department in which they were engaged before being relieved from the service, such officer shall require affidavit to be made and forwarded to him by such former employee at least once a year and oftener, as may be required, that he is entitled to a pension allowance.

13. The creation of the pension department shall terminate the receipt by any beneficiary thereof of any money known as "company relief" or other gratuities heretofore given by the companies.

14. No pension allowance shall be paid to any person for a period during which he may be receiving accident or sick benefits from the relief department.

15. The acceptance of a pension allowance shall not debar any such former employee from engaging in other business, but such person can not reenter the service of the companies.

The history of the adoption of this plan is briefly told in an address by M. Riebenack, assistant comptroller Pennsylvania Railroad Company, before the Economic Club, February 10, 1903, as follows:

A special committee on superannuation and pension fund was appointed by the advisory committee of the relief department. The committee examined into and reported upon the various systems of pensioning in operation on upward of 70 of the leading railways of Europe, America, Asia, Africa, and Australia. It prosecuted investigations along this line with a view of securing data which could be used in constructing a preliminary basis. This necessarily involved the responsible and arduous task of collecting, analyzing, and collating information for guidance in forming a plan suitable to the requirements of conditions prevailing in the United States. The information obtained from the various sources, while edifying and of much interest, did not, however, enable the committee to reach any conclusion as to the best plan to be adopted, as the bases of all the plans were dependent upon contributions on the part of employees. The idea the Pennsylvania Railroad Company had in view was on different lines, and contemplated the assumption by the company of all the expenses and payments involved. It became necessary, therefore, to give the subject original thought, and work it out from that standpoint, rather than utilize any basis that existed, the result being an exhaustive preparation of statistical information, embodying results of such a scheme from many different bases, finally selecting one that would carry with it the assurance of success. Such a plan was submitted, but it only embodied the care of superannuated employees, members of the relief fund, and the allowances were to be made from that fund. It was subsequently, however, thought advisable and more liberal to make general provision for all aged employees, by the company assuming the obligation of providing them with pension allowances in addition to what the relief fund could afford to grant to its members who might be retired by the company. Subsequently the

characteristics inevitably allied to a question of such magnitude were narrowed down and crystallized into a purely pension basis for all employees. The pension plan was put into effect January 1, 1900, and, as finally agreed upon by the board of directors, and approved by the stockholders, provides that the company is to contribute all the money necessary for the payment of pension allowances, as well as the money necessary for the operation of the department, and that the maximum amount for pension allowances under the present regulations shall not exceed in any one year the sum of \$390,000.

While this well represents the general plan in effect, there are variations to be found among the several corporations with respect to the different features involved. These will be briefly noted, as follows:

(b) *Age of retirement.*—As a general rule there is a provision for compulsory retirement at 70 years of age, though where this age is specified there are occasional exceptions to its enforcement within the discretion of the company. In some instances, as in that of the Baltimore and Ohio Railroad Company, the age of retirement is fixed at 65; in those of the Carnegie Company and the Boston Elevated Railway Company at 60; and in that of the Grand Trunk Railway of Canada at 55. In most cases where the age of retirement is fixed at 70 there may also be retirement between the ages of 61 and 70, with the granting of a pension in case the employee has served ten years, twenty years, twenty-five years, or thirty years, such period varying with the different corporations.

Among the railroad companies a number, as, for instance, the Illinois Central Railroad Company, the Southern Pacific Company, the Oregon Railroad and Navigation Company, the Houston East and West Texas Railway, and the San Antonio and Aransas Pass Railway, have adopted the provision for retiring a special class, as locomotive engineers and firemen, conductors, flagmen and brakemen, train baggagemen, yard masters, switchmen, bridge foremen, section foremen, and road masters, at the age of 65 years.

(c) *Eligibility for retirement.*—As a general rule, though there are some important exceptions, a specified length of service is required as a condition precedent to the granting of a pension upon retirement. With the Canadian Pacific Railway, the Illinois Central Railroad Company, and the Baltimore and Ohio Railroad Company, this length of service is fixed at ten years; with the Carnegie Company, the Boston Elevated Railway Company, and the First National Bank of Chicago, it is fixed at fifteen years. With the Southern Pacific Company, the Oregon Railroad and Navigation Company, the Houston East and West Texas Railway Company, and the San Antonio and Aransas Pass Railway, it is fixed at twenty years. With the Delaware, Lackawanna and Western Railroad Company it is fixed at twenty-five years. With the Philadelphia and Reading Railway and the Pennsylvania it is fixed at thirty years.

Exceptions to this prerequisite are found in the plans of the following companies:

The Midvale Steel Company states upon this point, as follows:

When a servant of the company has become incapacitated, either through accident or through advancing years, to earn his living, the company places him on its retired list, regardless of the period of his services to the company.

A provision of the Philadelphia and Reading Railway Company's plan is as follows:

Any faithful employee of the company, irrespective of his age or length of service, who shall have received injuries in the performance of his duty which totally incapacitate him for his regular or other vocation, or who shall, through sickness, become so incapacitated, may be awarded such sum, as a pension, for such a length of time as the president shall determine.

A somewhat similar provision is incorporated in the plan of the Delaware, Lackawanna and Western Railroad Company.

A further prerequisite with some corporations is the contribution by the employee

to the pension fund, as in the cases of the Grand Trunk Railway of Canada and the Baltimore and Ohio Railroad Company.

(d) *Amount of pension paid.*—Most of the corporations have adopted the same basis with respect to the amount of pension allowance, which is 1 per cent of the average pay received for the ten years preceding retirement, for each year of service. Thus, if an employee has been in the service for forty years and his average salary or wages for the last ten years was \$75 per month, his pension allowance would be 40 per cent of \$75, or \$30 per month.

The provision of the First National Bank of Chicago is for one-fiftieth of the salary at the date of superannuation for each year of service, with certain limitations as to maximum pension, and that of the Grand Trunk Railway of Canada for one-sixtieth of the salary at the date of superannuation for each year during which the employee has contributed to the fund.

The National Bank of St. Joseph, Mo., pays 50 per cent of the salary theretofore received; and the Midvale Steel Company pays the largest salary the employee earned at any time during his period of service to the company.

With some of the corporations there is a limit fixed as to the aggregate amount to be expended for pension allowances; as, for instance, the Pennsylvania Railroad Company fixes the limit at \$390,000 a year, and provides that when allowances shall create demands in excess of that sum a new basis shall be established ratably reducing the pension allowances so as to bring their aggregate within the limitation.

(e) *How the fund is provided.*—In most of the instances covered by the data at hand the fund out of which the pension allowances are paid is provided solely by the respective company. An exception to this is found in the case of the Grand Trunk Railway of Canada, which requires a contribution of 2½ per cent of the salary of the employee, to which the company adds an equal amount each year.<sup>a</sup> Another exception is that of the First National Bank of Chicago, which requires a contribution of 3 per cent of the employee's salary.

Among those corporations paying the entire cost of pensions are the following:

The Canadian Pacific Railway Company, The Pennsylvania Railroad Company, The Pennsylvania Lines West of Pittsburg, The New York Central and Hudson River Railroad Company, The Boston and Albany Railroad Company, The Baltimore and Ohio Railroad Company, The Illinois Central Railroad Company, The Southern Pacific Company, The Delaware, Lackawanna and Western Railroad Company, The Philadelphia and Reading Railway Company, The Midvale Steel Company, The Cumberland Valley Railroad Company, The San Antonio and Aransas Pass Railroad Company, The Champlain Transportation Company, The Metropolitan Street Railway Company, The Houston East and West Texas Railway Company, The Oregon Railroad and Navigation Company, The Boston Elevated Railway Company; The Fourth Street National Bank, Philadelphia; The Southwark National Bank, Philadelphia; The First National Bank, Pittsburg, Pa.; Girard National Bank, Philadelphia; The Bank of New York National Banking Association, New York, N. Y.; The Merchants' National Bank, Baltimore, Md., and the Old Dominion Steamship Company.

(f) *Miscellaneous provisions.*—Most of the plans incorporate provisions similar to the following:

In computing service, leaves of absence, suspension, dismissal followed by reinstatement within one year, or temporary leave on account of reduction of force are not to be considered as breaks in the continuity of the service.

Pension allowance ceases upon the death of the beneficiary, though in some instances provision is made for the widow, and for the children until the youngest becomes of a certain age.

<sup>a</sup> A table showing the progress of the pension system of the Grand Trunk Railroad Company will be found at page 165, post.

No assignment of the pension is permitted or recognized, and such pension is not subject to the beneficiary's debts or to execution or other legal process against him.

The acceptance of a pension does not debar the employee from engaging in other business, though in some instances such is only permitted upon consent of the company.

The establishment of the pension system gives no right of retention in the service. Where an employee contributes to the pension fund, suitable provision is made for the return of the whole or a part of his contribution in case he severs his connection with the company or is relieved from service without fault on his part.

An age limit is occasionally fixed at which employees may be taken into the service, though this is sometimes subject to exceptions in cases of those who are required to possess special qualifications.

(g) *Retirements where each case is treated upon its merits.*—There are a number of corporations which have not adopted any specific plan for the retirement of their employees, but which, nevertheless, do retire them for the same reasons that obtain in the other cases above noted, treating each case, as it arises upon its merits. Among these may be mentioned:

The Boston and Albany Railroad Company, The Champlain Transportation Company; The Cumberland Valley Railroad Company; The New York Central and Hudson River Railroad Company; The Fourth Street National Bank, Philadelphia, Pa.; The Southwark National Bank, Philadelphia, Pa.; The First National Bank, Pittsburg, Pa.; The Girard National Bank, Philadelphia, Pa.; The Bank of New York National Banking Association, New York, N. Y.; The Merchants' National Bank, Baltimore, Md.; The Western National Bank, Baltimore, Md.; and The Public Service Corporation of New Jersey.

A few replies from some of these will illustrate their position.

The Southwark National Bank says:

We never discharge an employee for sickness or disability. We continue him on the pay roll until we find there is no hope of getting well enough to perform the duties of his position, when we put him on half salary.

The Fourth Street National Bank says:

A fund has been set aside by the bank, which will be augmented from time to time as may be considered expedient, the proceeds of which will be used to pay such pensions to employees who are incapacitated for service, through superannuation or otherwise, as the officers may determine. It is entirely gratuitous. A certain term of service is required before an employee will receive benefits. The amount paid is optional with the bank, dependent upon the needs of the beneficiary.

The Bank of New York National Banking Association says:

The habit of our bank has been to retire employees on a pension when they reach their limit of useful work, thus relieving them of the strain of business and giving opportunity for promotion.

The Girard National Bank says:

In case of total disability we retire clerks and porters on half pay, provided they have been in our service many years; no pension to any who have been with us less than ten years. In cases where a larger salary has been paid, as a cashier or teller, only one-third salary is paid on pension.

#### THE REASONS FOR THE ADOPTION.

It is instructive to gather from the statements made by the corporations directly to their employees, as well as in answer to the inquiries above referred to, the reasons for the adoption of these plans.

The president of the Canadian Pacific Railway Company, in an official statement, says:

The company hopes, by thus voluntarily establishing a system under which a continued income will be assured to those who, after years of continuous service are

by age or infirmity no longer fitted to perform their duties, and without which they might be left entirely without means of support, to build up amongst them a feeling of permanency in their employment, and enlarged interest in the company's welfare, and a desire to remain in and devote their best efforts and attention to the company's service.

The Grand Trunk Railway Company states:

The Grand Trunk Railway superannuation system was inaugurated in the year 1874, for the purpose of making provision for the retirement on a pension of officers and employees who had served the company faithfully and efficiently for many years. It had been felt that many cases of extreme hardship had arisen from the necessity of dispensing with the services of employees whose only fault consisted in the fact that advancing years had undermined their usefulness, rendering it necessary to replace them by the employment of younger men. In many cases it had been found that no provision whatever for the future had been made by such retired employees. The company was then confronted with the alternative of allowing men to remain and work whose usefulness had been impaired or of dismissing them from the service without any means of support. Motives of common humanity, as well as interest, urged the formation of a pension system, and accordingly, in the year above stated, an act was passed incorporating the "Grand Trunk Railway of Canada Superannuation and Provident Fund Association."

The Southern Pacific Company, in its official statement introductory to the rules and regulations governing its pension department, says:

Pursuant to the action taken by the board of directors of the Southern Pacific Company in New York, in respect to a system of pensions, for the purpose of enabling employees of the company who have rendered it long and faithful service to retire when they have attained an age necessitating relief from duty, etc.

The Delaware, Lackawanna and Western Railroad Company in its official statement says:

The board of managers of the Delaware, Lackawanna and Western Railroad Company, for the benefit of its faithful employees, and for the benefit of the faithful employees of the railroad companies operated by it (including all employees engaged in any capacity in the operation of the railroad proper), hereby creates the following pension system, etc.

Andrew Carnegie in his letter settling \$4,000,000 in trust for the Andrew Carnegie Relief Fund, states, among others, this object:

To provide small pensions or aids to such employees as after a long and creditable service, through exceptional circumstances, need such help in their old age, and who make a good use of it.

The Illinois Central Railroad Company in its official statement says:

Pursuant to the action taken by the board of directors of the Illinois Central Railroad Company \* \* \* in respect to a system of pensions for the purpose of enabling employees of the company who have rendered it long and faithful service to retire when they have attained an age necessitating a relief from duty, the following rules and regulations governing the organization of a pension department are hereby established.

Substantially the same as the last above statement is officially made by the Oregon Railroad and Navigation Company and the Houston East and West Texas Railway Company.

The Philadelphia and Reading Railway Company by official resolutions states:

Whereas it is the policy of this company to make provision for its faithful employees who, through age, accident, or infirmity, may become unable to earn their livelihood: Therefore resolved, etc.

The vice-president of the Grand Rapids and Indiana Railway Company and the auditor of the Cincinnati and Muskingum Valley Railroad Company say:

(a) To insure having only active and energetic employees in the regular service at all times. (b) To provide a uniform method, humanitarian in its character, of carrying superannuated employees.

OPINIONS AS TO ITS BENEFICIAL CHARACTER.

No doubt the best testimonial to the beneficence of some such plan, both with reference to the employee and to the company, is to be found in the fact of the continuance of the same among great business corporations and its steady growth in favor. Some direct and specific evidence, however, is to be found in this data upon this point.

M. Riebenack, in his address above referred to, after speaking of the evident benefit to the employee, spoke as follows with reference to the company:

The company's benefits consist for the most part in the efficiency of the service naturally consequent upon the employment of younger and more robust men in the stead of those whose incapacitation has rendered their retirement beneficial to both themselves and the service; also in welding more firmly the mutual interests of employer and employee.

The Grand Trunk Railway of Canada says:

The practical results consequent upon the operation of the fund have been excellent. In many instances where employees dispensed with would otherwise have been reduced to penury, they have been enabled to pass the remainder of their lives in comparative comfort. The knowledge that provision has been made to guard against poverty in old age has been found an incentive for officers and employees to perform their duties in a satisfactory and efficient manner. They realize that unsatisfactory conduct may at any time entail the loss of a very valuable asset.

It has been stated that the existence of a pension acts as a detriment to efficient service owing to the tendency on the part of an employee approaching the retirement age to become lax in the performance of his duty, in consequence of the knowledge that he will shortly be able to leave the service and draw a pension. The experience of this company has demonstrated that such reasoning is entirely fallacious.

Mr. J. Krüttschnitt, assistant to the president Southern Pacific Company, states:

The pension system of this company has been in effect since January 1, 1903, and has certainly proven very beneficial to the recipients of the fund, providing, as it does, for the compulsory retirement of employees only at an age when the great majority have passed the age when it is impossible for them to earn a livelihood, and for those employees between 61 and 70 years of age whose physical disabilities preclude the possibility of their remaining in active service.

The Illinois Central Railroad Company states that the plan has proven beneficial.

The Delaware, Lackawanna and Western Railroad Company states that the plan has been decidedly beneficial.

All other corporations reporting the system in effect, excepting those where the adoption has been so recent as to be merely experimental, report briefly that its operation has been beneficial.

IS IT A GOOD BUSINESS METHOD?

What has been said above regarding the natural inference to be drawn from the continued maintenance of the pension system by business corporations is equally applicable to this inquiry. It could hardly be presumed that business institutions would continue in effect such a system for a considerable length of time unless it were regarded as a good business method.

Direct inquiry, however, was made whether, divesting it of its humanitarian principle, it is regarded as a good business method. Each and every one of the companies and institutions having such a system and which replied to this question, answered it in the affirmative, and 386 others which have no such plan in operation answered it in the same manner.

CONCLUSION.

These facts are interesting and significant in their bearing upon the recently much-discussed question of superannuation in the civil service and humanitarian means of



providing for those who should be retired for such and other causes. They relate altogether to representative business institutions, the conduct of whose enterprises must be conceded to be based upon sound business principles. Undoubtedly the purely selfish motive must be presumed to be dominant in the action of a business corporation. It is apparent, however, that in the solution of the problem as it has been presented to these corporations they have not overlooked the broader ground of humanitarian principles. So far as the civil service is concerned, it is of no special consequence whether the one or the other motive has been the more dominant. Either the interest of the employer or of the employed, and certainly their joint common interests, will be ample justification for the solution arrived at.

These considerations can not but be encouraging to those who have advocated some just and equitable plan of retirement and annuity for old and faithful or incapacitated civil service employees, and commend their efforts to the earnest consideration of others.

Grand Trunk pension system statistics, years 1874 to 1902.

Year.	Contributions.		Interest on loans.	Total receipts.	Retirements.				Expense of management and pensions.	Total disbursements.	Surplus.	Number in fund.
	Members.	Company.			Deaths.	Amount refunded.	Withdrawals.	Amount refunded.				
1874-75.....	290	297,375	297,375	11,059	605,809	.....	.....	.....	92,351	92,351	513,458	290
21.....	21	377,152	377,152	38,970	793,274	.....	.....	.....	56,002	737,272	737,272	311
55.....	55	418,805	418,805	88,211	925,851	.....	.....	.....	43,272	882,579	882,579	366
40.....	40	489,044	489,044	155,896	1,133,984	.....	.....	.....	29,052	1,099,647	1,099,647	402
40.....	40	479,661	492,041	251,831	1,237,153	.....	.....	.....	61,240	1,156,856	1,156,856	390
183.....	183	544,693	544,693	253,089	1,342,475	.....	.....	.....	29,174	1,258,859	1,258,859	491
49.....	49	590,379	590,379	245,650	1,426,408	.....	.....	.....	48,605	1,204,525	1,204,525	424
230.....	230	594,907	594,907	437,052	1,626,806	.....	.....	.....	63,785	1,386,679	1,386,679	485
273.....	273	713,225	713,225	520,703	1,947,153	.....	.....	.....	150,568	1,796,585	1,796,585	582
175.....	175	745,749	745,749	591,679	2,083,177	.....	.....	.....	189,630	1,753,807	1,753,807	567
65.....	65	640,676	640,676	696,838	1,978,290	.....	.....	.....	69,415	1,764,612	1,764,612	501
151.....	151	671,044	671,044	775,079	2,117,167	.....	.....	.....	122,061	1,901,098	1,901,098	559
196.....	196	794,908	794,908	883,986	2,473,802	.....	.....	.....	101,923	2,233,252	2,233,252	633
94.....	94	835,138	835,138	1,031,426	2,701,702	.....	.....	.....	237,526	2,464,176	2,464,176	639
146.....	146	904,925	904,925	1,153,066	2,972,916	.....	.....	.....	338,184	2,634,732	2,634,732	675
179.....	179	997,738	997,738	1,256,496	3,251,972	.....	.....	.....	210,927	2,935,091	2,935,091	709
111.....	111	1,065,154	1,065,154	1,441,120	3,571,428	.....	.....	.....	145,551	3,250,877	3,250,877	719
104.....	104	1,127,979	1,127,979	1,612,829	3,808,737	.....	.....	.....	107,067	3,393,243	3,393,243	769
132.....	132	1,140,438	1,140,438	1,650,495	3,931,371	.....	.....	.....	110,197	3,603,060	3,603,060	747
77.....	77	1,170,854	1,170,854	1,934,257	4,275,965	.....	.....	.....	70,293	3,860,565	3,860,565	800
96.....	96	1,196,098	1,196,098	1,785,731	4,177,927	.....	.....	.....	284,755	3,893,172	3,893,172	816
208.....	208	1,240,752	1,240,752	2,098,340	4,177,927	.....	.....	.....	434,897	3,743,030	3,743,030	849
178.....	178	1,300,557	1,300,557	2,016,114	4,797,228	.....	.....	.....	868,313	3,928,915	3,928,915	982
188.....	188	1,446,982	1,446,982	2,401,824	5,293,048	.....	.....	.....	864,504	4,428,544	4,428,544	1,017
185.....	185	1,545,736	1,545,736	2,692,550	5,734,031	.....	.....	.....	795,954	4,938,077	4,938,077	1,038
419.....	419	1,737,332	1,737,332	2,971,063	6,445,849	.....	.....	.....	898,980	5,546,869	5,546,869	1,216
339.....	339	1,891,642	1,891,642	3,167,560	6,950,844	.....	.....	.....	973,149	5,977,695	5,977,695	1,254
501.....	501	2,153,588	2,153,588	3,389,019	7,696,195	.....	.....	.....	997,500	6,698,695	6,698,695	1,388
Total.....	4,755	27,219,672	27,219,672	35,952,032	90,391,376	83	1,070,200	3,284	5,218,929	14,004,730	76,386,646	1,388

## BILLS INTRODUCED IN CONGRESS DEALING WITH SUPERANNUATION.

Various bills have been introduced into Congress during the past few years dealing with this problem. Among them are the following:

H. R. 5174, Fifty-fifth Congress, second session. Introduced by Mr. Tawney December 16, 1897. A bill to increase the efficiency of the public service by optional and compulsory retirement of superannuated and disabled Government employees, and for the creation of a fund for the retirement of such employees.

H. R. 15, Fifty-sixth Congress, first session. Introduced by Mr. Brosius December, 4, 1899. A bill for the retirement of Government employees in the classified civil service.

S. 2748, Fifty-sixth Congress, first session. Introduced by Mr. Hansbrough January 30, 1900. A bill to provide for a voluntary retirement fund in the several Executive Departments.

H. R. 8347, Fifty-sixth Congress, first session. An amendment proposed by Senator Gallinger February 23, 1900, to the legislative, executive, and judicial appropriation bill, providing for a retirement fund.

H. R. 7476, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, December 19, 1901. A bill for the retirement of Government employees in the classified civil service without cost to the Government.

H. R. 8741, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 30, 1902. A bill for the appointment of a superannuation commission.

H. R. 10071, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 24, 1902. A bill to prevent superannuation in the civil service.

H. R. 10155, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 27, 1902. A bill for the retirement of Government employees in the classified civil service, and the establishment of a retirement bureau.

H. R. 10384, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, January 30, 1902. A bill to prevent superannuation in the classified civil service.

H. R. 14249, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, May 7, 1902. A bill for the retirement of Government employees in the classified civil service without cost to the Government.

H. R. 14250, Fifty-seventh Congress, first session. Introduced by Mr. Gillett, of Massachusetts, May 7, 1902. A bill to prevent superannuation in the classified civil service and to create a retirement fund for employees.

H. R. 14352, Fifty-seventh Congress, first session. Introduced by Mr. Schirm May 12, 1902. A bill to provide for the retirement of certain letter carriers and postal clerks, and regulate the pay of the same.

Con. Res. 73, Fifty-seventh Congress, second session. Submitted by Mr. Gillett, of Massachusetts, January 21, 1903. A concurrent resolution to authorize the printing and binding of the statistics and data collected and prepared by the United States Civil Service Retirement Association relative to retirement of employees in the classified civil service.

H. R. 87, Fifty-eighth Congress, first session. Introduced by Mr. Brownlow November 9, 1903. A bill to give longevity pay to employees in the classified civil service.

H. R. 827, Fifty-eighth Congress, first session. Introduced by Mr. Lovering November 10, 1903. A bill to promote the efficiency of the Life-Saving Service.

H. R. 6796, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 10, 1903. A bill to increase the efficiency of the public *vice* by retirement of disabled and superannuated employees.

H. R. 6797, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 10, 1903. A bill for the retirement of Government employees in the classified civil service, and the establishment of a retirement bureau.

H. R. 6798, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 10, 1903. A bill for the appointment of a superannuation commission.

H. R. 6799, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 10, 1903. A bill to prevent superannuation in the classified civil service.

H. R. 6800, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 10, 1903. A bill for the retirement of Government employees in the classified civil service without cost to the Government.

H. R. 6801, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 10, 1903. A bill for the retirement of Government employees in the classified civil service without cost to the Government.

H. R. 6802, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 10, 1903. A bill to prevent superannuation in the classified civil service, and to create a retirement fund for employees.

H. R. 7876, Fifty-eighth Congress, second session. Introduced by Mr. Gillett, of Massachusetts, December 16, 1903. A bill for the improvement of the civil service of the United States.

H. R. 8704, Fifty-eighth Congress, second session. Introduced by Mr. Hermann January 4, 1904. A bill granting pensions to certain officers and enlisted men of the Life-Saving Service and to their widows and minor children.

H. R. 9333, Fifty-eighth Congress, second session. Introduced by Mr. Maynard January 8, 1904. A bill to pension civil employees of the Government navy-yards when injured in the performance of duty to such an extent as to be incapacitated to earn a living.

#### EXTRACTS FROM NINETEENTH REPORT.

Owing to the wide interest in the subject of superannuation the following extracts from the Commission's Nineteenth Report (pp. 25-29) are republished below. The edition of the Nineteenth Report is practically exhausted.

#### SUPERANNUATION.

It has been urged by opponents of the competitive system that that system, by securing comparative permanency of tenure, tends to promote superannuation in the public service. The Commission calls attention to the fact that the civil-service law itself provides for no permanency of tenure. Under it any employee can be dismissed at any time. The successor of such employee, however, is no longer appointed through personal or political favor, and thus the civil-service act has taken away the motive for making arbitrary removals. To this extent the act has promoted permanency, and a very much smaller proportion of persons are removed from the competitive classified service than from other parts of the service. In order to secure justice in making such removals it was further provided by Executive order that the appointing officer must give his reasons, with proper notice and an opportunity for answer, to the person proposed to be removed, and that removals should only be made for such reasons as would promote the efficiency of the service. It is evident that under this rule, rigidly enforced, no person ought to be retained in the public service whose dismissal is required in the interests of good administration. But it is also true that from humane considerations appointing officers will be reluctant to dismiss those who have become superannuated or otherwise incapacitated where hardship is entailed upon the person so removed, and especially in cases where the employee in question has served the Government faithfully for many years.

The age at which persons become superannuated varies greatly. Some men at 75 have more vigor than others at 50. Yet, as an average, 70 may be taken as the general age of the end of activity. In the United States Army 64 is the age of retirement, but the physical vigor needed for military service is greater than that required in civil life. In this connection it must be remembered that experience and a knowledge

of the history of a department often make a man who is too old to enter new employment invaluable to that in which he has long served.

The extent of superannuation now in the public service is variously estimated. Two investigations made under authority of Congress, one in 1893 and one in 1900, would seem to show that the extent of this evil at the present time has been considerably exaggerated. In the eight Executive Departments at Washington, in 1893, there were 228 persons of 70 years of age and over out of 11,657, or almost exactly 2 per cent.<sup>a</sup> In 1900 there were 262 persons out of 10,967, or a little over 2 per cent, while the number of persons of 80 years of age and over had actually decreased during these seven years. An investigation conducted by the United States Civil Service Retirement Association in the spring of 1902 showed that there were only 312 persons over 70 years of age in the departments and Federal offices at Washington out of 15,866,<sup>b</sup> or 1.97 per cent. It would therefore appear that the actual amount of superannuation now in the public service as a whole is comparatively small, although in some special offices it is quite large, and it can not be questioned that in the future an increased number of persons who have survived their usefulness may be found in the public service.

Some of the remedies proposed for the evils of superannuation are:

- (a) Fixed terms of office.
- (b) Provision for the forced retirement of a certain percentage of employees each year.
- (c) Forced retirement at a certain age.
- (d) Removals made upon recurring examinations and daily records of efficiency. And in connection with the foregoing:
  1. A civil pension list.
  2. A retirement fund made up by deductions from salaries.
  3. A provision requiring endowment or deferred annuity insurance from all seeking admission to the civil service.

(a) The plan for fixed terms of office may have two interpretations. It may allow for reappointments at the end of the term, or dismissal may be final and absolute when the term is completed. If reappointments are allowed it is quite sure to be ineffectual, because the same reasons that prevent removal for old age and incapacity will induce reappointment. Under the four-year tenure law, if there is no political motive for removal, reappointment becomes a perfunctory affair; or if there be any choice, the incompetent employees, who usually have the stronger influence behind them, will in many cases secure reappointment in preference to those more deserving. If dismissals, on the other hand, are made final and absolute, it would work great injury to the service by depriving it of the experience gained in office and of the material needed for promotions, for at the very time an employee has shown his ability for promotion by the best possible test, that of experience in office, he must be forever put out of the service. Moreover, the best men can not be secured if the tenure is to be temporary. Such a measure, if applied to large business interests, would be considered absurd, and it would be certain to entail great disaster to the public service.

(b) Forced retirement of a certain percentage of employees each year.

(c) Forced retirement at a fixed age, and

(d) Forced retirement for inefficiency as shown by daily records or recurring examinations, while they would eliminate many of the evils of superannuation, would also occasion great hardships to those who have long been faithful servants of the Government, but who, not having had reason to expect such forced retirements, have made no provision for their own support. To prevent such hardships and to facilitate retirement occasioned by age or disability, three measures are available, (1) a civil pension list, (2) a retirement fund made up by deductions from salaries, and (3) a provision requiring endowment or deferred annuity insurance from all seeking admission to the service.

(1) There are many well-grounded objections to a permanent civil pension system. Such a system has been adopted in England and in other European countries, but considerable abuses have followed it and the expense is very great. It is probable that if such a system were adopted it would be followed by a lobby seeking increases of pensions, and that it would become more and more onerous to the Government.

(2) A number of bills have been introduced in Congress providing for the payment of superannuation allowances by deductions from the salaries of those holding positions. Most of these bills, however, are not based upon an accurate computation of the deductions necessary to pay these superannuation allowances, it having been incorrectly assumed that deductions of 2 or 3 per cent will afford a sufficient sum for the payment of quite large annuities. At present it would take only about 2 per cent

<sup>a</sup>The entire number then in the executive civil service at Washington, including independent fees, was 17,073, of which 288, or 1.7 per cent, were over 70 years of age.

<sup>b</sup>Exclusive of persons serving in unclassified positions.

of the average salaries of those in the Departments at Washington to pay the full salaries of those over 70 years of age, and only  $1\frac{1}{2}$  per cent to pay 60 per cent of such average salaries; but those now in the service include only those who are able to do some work, while the retired list would also include those who are absolutely helpless. Besides this, an annuity at the end of service tends to increase the number of persons who will stay in for the sake of the annuity. The tables in the Appendix show that the charges upon such a fund are likely to increase very materially for many years to come. Moreover, in these bills those who are young are required to deduct the same percentage from their salaries as those who are much older, a provision which seems unjust in view of the fact that they could procure for themselves annuities of the same amount at a lower premium, for they are thus required to contribute to a superannuation fund of which others receive the benefit.

An association of Federal employees, known as the United States Civil Service Retirement Association, collected last spring the data for determining the deductions which would be required from the salaries of those now in the civil service for the purpose of paying annuities to the superannuated and disabled. Inquiries were made as to each person now in the Government service at Washington respecting his age, his length of service, and his salary. The results were tabulated and submitted to two well-known actuaries, who, taking the information received with other experience tables, gave as their conclusions the percentage of annual salaries which would be required to secure a superannuated annuity equal to one-sixtieth part for each year of service of their average salary ten years before retirement, the annuity to commence at 70 years of age, no annuity to be greater than two-thirds of such average salary nor less than 25 per cent thereof. Other tables show the deductions required where the superannuation allowance also covers cases of incapacity, and many other useful data are given. These reports are set forth in full in the Appendix.

It must not be forgotten that the system of providing a superannuation fund by deductions from salaries was tried in England in 1829, and that it failed. The deductions were  $2\frac{1}{2}$  per cent on all salaries not exceeding \$500, and 5 per cent on all others. This deduction, considering the high rates of interest at that time, and considering the early age of entering the service, might have sufficed but for the large number of persons over 60 years of age who became entitled to share in the fund, and also the fact that the deductions were based upon a maximum of retiring salaries; and there were some other unexpected charges upon this fund. In 1857 the fund had amounted to over \$5,000,000, but the chief charges upon it had not fully matured, and it became evident that it would soon be inadequate, so it was turned into the general exchequer, and regular pensions at the same rates were assumed by the Government. To prevent the recurrence of similar failure in any legislation by Congress it ought to be reasonably certain that the deductions from salaries will be adequate to pay the annuities provided for.

(3) The method of requiring annuity insurance, payable at a certain age, or upon disability occurring prior thereto, from all those who enter the service hereafter, has many advantages over any other system of providing a fund for superannuation. By this plan the Government is relieved from the responsibility and from the importunities and lobbying which are likely to follow any system conducted directly by Government agency. This system would also, by a law of natural selection, encourage the appointment of such clerks and employees as are physically best qualified for their work and least likely soon to become disabled or superannuated, since such persons would have an advantage in the matter of premiums. The Government might, however, profitably intervene to secure the payment of the premiums by deductions from salaries, and on the other hand to secure the payment of the annuities by requiring from the insurance companies the deposit of suitable securities, to be approved by the proper officers. The average cost of such annuities would not be very great. For example, a deferred annuity of \$1,000, payable after 70 years of age, on male lives beginning at 28 (the average age of entrance into the classified service through examination), would require payments of about \$45 a year. To these pure deferred annuities should be added insurance against disability, and also (at the option of the employee) a life insurance, through the payment of additional rates. Such a plan, in its general features, was adopted in the British province of Victoria by the act of 1890, which required that such insurance should be effected during the term of probation as a prerequisite for final appointment. The policies were made nonassignable. In this country it might be well also to have them deposited with the Government. Another precedent is found in the German compulsory old-age insurance, adopted in 1881, for the lower grades of the civil service.

The salaries paid by the Government in the lower grades of the service are generally higher than those paid by private employers, so that it is not believed that the requirement of insurance would entail any unreasonable hardship on employees.

So far as those who enter the service hereafter are concerned, it is believed that

such a plan would furnish an excellent solution of the problems of superannuation and disability.

It would therefore seem wise if Congress were to provide that the further admission of persons into the classified service should be based upon the condition that the persons so admitted shall provide against their own superannuation or other disability by adequate annuity insurance, the premiums to be deducted from their salaries, and that superannuation and disability annuities for those now in the service should also be provided for, to be secured, so far as practicable, by similar deductions from salaries. To accomplish these purposes it would seem a wise provision that a committee of experts should be selected, either by detail from the public service or otherwise, to aid the President in preparing suitable rules for accomplishing the above results. The Commission would be glad to cooperate in any measures which may be devised for this purpose.

[Extract from appendix of the Nineteenth Report, pp. 177-182.]

As of aid to those interested in the solution of this problem, the Commission presents below certain tables showing the annual assessments, beginning with various ages, necessary to provide pensions to commence at the age of 70, and the percentage deductions from salaries necessary to provide such pensions, under various conditions. These tables were prepared by actuaries employed by the United States Civil Service Retirement Association, and extracts from the annual report of the president of that association and from the letter to the actuaries furnishing the information upon which the tables are based, are also presented as further explaining the tables:

[Extract from report of president of United States Civil Service Retirement Association, submitted May 15, 1902.]

There was, however, a resolution passed by the United States Senate on February 15, 1901, calling upon the heads of Departments and independent bureaus for the age, salary, and length of service of those whose salaries were continuous. The replies to this resolution were not received until November, 1901, and were then found to be unavailable for the purpose of this association or of the actuaries.

We then had printed 20,000 cards calling for the age, salary, and length of service of those in the classified service, which, through the kindness of heads of the Departments and independent bureaus were circulated, filled up, and returned to us. \* \* \* There are 15,866 cards on file. The tabulating of these cards in the following forms: First, by number of employees and salaries; second, by age and salaries; third, by years of service and salaries, has been no small task. The fact that in the District of Columbia alone there are 458 different salaries paid to the employees in the classified civil service will doubtless prove a surprise to you as it did to us and augmented the labors of your committee accordingly. \* \* \*

The youngest age at which any person now in the service entered is 10 years. The eldest person in the service is 89 years of age. The youngest is 15. The smallest salary is \$156.50 and the largest \$6,000 per annum. The longest service of any person is sixty six years and his age 87. The number of employees receiving \$156.50 to \$600 per annum is 1,679 and the amounts of salaries is \$815,208.09.

[Extract from letter of March 25, 1902, from the United States Civil Service Retirement Association to Arthur R. Grow, actuary.]

It is our desire, if practicable, to evolve a system of retirements and annuities for employees in the classified civil service of the Government on the general lines here presented.

#### WHO TO BE RETIRED.

1. Those who have reached or shall reach the age of 70.
2. Those who, having served ten years or more, irrespective of age, shall be or become permanently incapacitated.

#### AMOUNT TO BE PAID ON RETIREMENT.

1. One-sixtieth of the average annual salary for the last ten years of service preceding retirement for each year of service.
2. One-sixtieth of the average annual salary for total period of service, if said total period of service be less than ten years, for each year of service.
3. No annuity, however, to be less than 25 per cent of such average salary or less than \$300 per annum.
4. No annuity to be based on more than 40 years of service; that is, no term of service over forty years shall be considered, for the purposes of this act, as more than 40 years. This, of course, limits the maximum annuity that may be paid to *forty-sixtieths* or *two-thirds* of the average salary as determined above.

5. All salaries over \$2,000 per annum to be considered, for all the purposes of this act, as salaries of \$2,000 per annum.

REFUNDS.

All amounts deducted from salaries of employees for the maintenance of this retirement fund to be refunded to said employees on their separation from the service of the Government from any cause, to their heirs in case of death.

WHEN ACT SHALL TAKE EFFECT.

1. With respect to assessments on salaries, the act to take effect the month following the passage of said act.

2. With respect to payments of annuities, the act to take effect one year after the passage of said act.

ASSESSMENT OF RETIRED EMPLOYEES DURING FIRST TEN YEARS OF OPERATION OF SYSTEM.

All persons retired within ten years after the passage of this act shall pay back into the retirement fund the same per centum of their retired pay as shall be assessed upon the salaries of those remaining in the service.

QUERIES.

1. What percentage of assessment on salaries will create a fund that will establish and maintain a retirement system embodying the above features?

NOTE.—The total number of classified civil-service employees in Washington is 15,846.

The aggregate of salaries paid these 15,846 employees is \$18,059,994.76. The average salary is \$1,139.719+. The aggregate of salaries, for purposes of computation in connection with this act, is \$17,799,304.27. This arises from the fact that for the purposes of this act no salary is to be regarded as greater than \$2,000, and of the total number of 15,846 employees in Washington there are 785 who draw \$2,000 and over, their salaries aggregating \$1,830,690.49, the difference between which and \$1,570,000 (the compensation of the 785 calculated at \$2,000 per annum) should be deducted from the whole amount of salaries paid in Washington. This gives \$17,799,304.27, as above.

2. How will such percentage be affected by postponing the commencement of payment of annuities until two years after the passage of the act? Until three years after? Until four years after? Until five years after?

3. How will each of the percentages as determined above be affected by the elimination of the provision for refunds to employees in case of separation from the service?

4. How will said percentages be affected by retaining in the bill a provision to refund in case of death, but eliminating the provisions for refunds in other cases of separation from the service?

5. What additional assessment would be necessary to provide for the voluntary retirement of those employees who have reached ages from 65 to 69, inclusive, and who have served forty years?

NOTE.—Among the employees in Washington there are 19 such, and as it is impossible to ascertain how many of these would take advantage of such a provision for voluntary retirement, it would be necessary, in order to make a safe computation, to regard the whole number, or at least a large percentage of them, as likely to retire voluntarily. The salaries of these 19 employees aggregate \$28,396.64.

6. What additional assessment would be necessary to provide for the voluntary retirement of those employees who have reached ages from 65 to 69, inclusive, and who have served thirty-five years?

NOTE.—Among the employees in Washington there are 109 such, and their salaries aggregate \$157,617.78.

We have no data at hand showing how many of the force at Washington are at present incapacitated and subject to retirement for this reason, and there is of course no way of ascertaining how many will become incapacitated from time to time.

[Tables submitted by Actuaries A. R. Grow and Arthur Hunter in connection with their report to the United States Civil Service Retirement Association in response to the above.]

Annual assessment to secure a pension equal to one-sixtieth part for each year of service of the average annual salary for the last ten years of service preceding retirement, but in no case is the pension to be more than two-thirds of such average annual salary or less than 25 per cent with a minimum of \$300 per annum. The assessment is payable from age at entry to the age preceding that in which



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the pension begins, unless such term of years is less than ten, in which case the assessment is payable for ten years from date of entry, and the pension begins ten years from present age. The pension is to commence at ages specified below, and is based on British Government experience with annuitants' table, with 2½ per cent interest.

Age.	Pension to commence at age 70.		Pension to commence at age 65.	
	Assessment.	Pension.	Assessment.	Pension.
16 years or less .....	\$139	\$933	\$188	\$933
17 years .....	141	933	192	933
18 years .....	144	933	196	933
19 years .....	147	933	200	933
20 years .....	150	933	205	933
21 years .....	153	933	209	933
22 years .....	156	933	214	933
23 years .....	159	933	219	933
24 years .....	163	933	225	933
25 years .....	166	933	230	933
26 years .....	170	933	230	910
27 years .....	174	933	230	887
28 years .....	178	933	230	863
29 years .....	183	933	230	840
30 years .....	187	933	230	817
31 years .....	187	910	230	793
32 years .....	187	887	230	770
33 years .....	187	863	230	747
34 years .....	187	840	230	723
35 years .....	187	817	230	700
36 years .....	187	793	230	677
37 years .....	187	770	230	654
38 years .....	187	747	230	630
39 years .....	187	723	230	607
40 years .....	187	700	230	584
41 years .....	187	677	230	561
42 years .....	187	654	230	537
43 years .....	187	630	230	514
44 years .....	187	607	230	491
45 years .....	187	584	230	468
46 years .....	187	561	230	444
47 years .....	187	537	230	421
48 years .....	187	514	230	398
49 years .....	187	491	230	375
50 years .....	187	468	230	351
51 years .....	187	444	217	350
52 years .....	187	421	266	350
53 years .....	187	398	288	350
54 years .....	187	375	314	350
55 years .....	187	351	346	350
56 years .....	200	350	.....	.....
57 years .....	216	350	.....	.....
58 years .....	234	350	.....	.....
59 years .....	255	350	.....	.....
60 years .....	281	350	.....	.....

According to the actuaries' statement these rates would secure the pension named, with the following named conditions:

Age of retirement, 70 or 65, as above indicated; pension not to begin prior to ten years from commencement of plan; interest at 2½ per cent to be earned on pension fund after it becomes available; maximum pension of two-thirds (\$933) of the average income between 60 and 70 (\$1,400); minimum pension of \$350.

Present age.	Pension to commence at age.	Assessment.	Pension.
61 years .....	71	\$269	\$350
62 years .....	72	258	350
63 years .....	73	247	350
64 years .....	74	236	350
65 years .....	75	225	350
66 years .....	76	214	350
67 years .....	77	203	350
68 years .....	78	193	350
69 years .....	79	184	350
56 years .....	66	332	350
57 years .....	67	318	350
58 years .....	68	305	350
59 years .....	69	293	350

**EXHIBIT A.**—*Percentage of annual salary to secure a pension equal to one-sixtieth part of the average salary ten years prior to time of retirement for each year of service, the pension to commence at age 70.*

[No pension is to be greater than two-thirds of such average salary, or less than 25 per cent.]

Age.	Percentage of annual salary without return of contributions either at death or withdrawal.	Percentage of annual salary with return of contributions at death only.	Percentage of annual salary with return of contributions either at death or withdrawal.
	(a)	(b)	(c)
15 years.....	1.57	1.91	3.74
16 years.....	1.67	2.04	3.87
17 years.....	1.77	2.18	3.99
18 years.....	1.88	2.33	4.13
19 years.....	1.99	2.49	4.26
20 years.....	2.12	2.67	4.42
21 years.....	2.23	2.83	4.55
22 years.....	2.35	3.00	4.68
23 years.....	2.51	3.23	4.89
24 years.....	2.63	3.41	5.01
25 years.....	2.80	3.66	5.21
26 years.....	2.99	3.94	5.44
27 years.....	3.18	4.23	5.67
28 years.....	3.41	4.57	5.95
29 years.....	3.62	4.89	6.19
30 years.....	3.86	5.25	6.48
31 years.....	4.01	5.49	6.61
32 years.....	4.17	5.75	6.75
33 years.....	4.32	6.00	6.88
34 years.....	4.48	6.26	7.02
35 years.....	4.65	6.53	7.17
36 years.....	4.81	6.79	7.31
37 years.....	4.97	7.05	7.45
38 years.....	5.14	7.32	7.61
39 years.....	5.29	7.56	7.75
40 years.....	5.44	7.78	7.90
41 years.....	5.58	7.99	8.05
42 years.....	5.72	8.18	8.21
43 years.....	5.85	8.35	8.35
44 years.....	5.98	8.52	8.52
45 years.....	6.11	8.67	8.67
46 years.....	6.24	8.83	8.83
47 years.....	6.37	8.98	8.98
48 years.....	6.52	9.15	9.15
49 years.....	6.67	9.31	9.31
50 years.....	6.83	9.49	9.49
51 years.....	6.97	9.62	9.62
52 years.....	7.14	9.80	9.80
53 years.....	7.32	9.97	9.97
54 years.....	7.51	10.15	10.15
55 years.....	7.70	10.32	10.32
56 years.....	8.46	11.23	11.23
57 years.....	9.31	12.27	12.27
58 years.....	10.39	13.50	13.50
59 years.....	11.65	14.95	14.95
60 years.....	13.19	16.71	16.71
61 years.....	15.09	18.84	18.84
62 years.....	17.51	21.52	21.52
63 years.....	20.67	24.98	24.98
64 years.....	24.97	29.62	29.62
65 years.....	31.04	36.10	36.10
66 years.....	40.25	45.83	45.83
67 years.....	55.72	62.02	62.02
68 years.....	86.89	94.49	94.40
69 years.....	180.83	191.42	191.42

According to the actuaries' statement these rates would secure the following-named benefits, subject to the following conditions:

Retirement at 70; immediate retirement of all eligibles; pension of one-sixtieth of average annual salary for last ten years of service preceding retirement for each year of service; credit for future service only in estimating the amount of pension; maximum pension of two-thirds of average annual salary for preceding ten years before retirement; minimum pension of \$300 to those who retire at commencement of scheme; interest at 2½ per cent to be earned on all funds; under (b) contributions returned at death before retiring age; under (c) contributions returned at death and also on severance from service before retiring age; rates named subject to verification and adjustment every fifth year.

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EXHIBIT B.—Percentage of annual salary to secure a pension equal to one-sixtieth part of the average salary ten years prior to time of retirement for each year of service, the pension to commence at age 70, or incapacitation, provided incapacitation occurs ten years after entering the service.

Age.	Percentage of annual salary without return of contributions either at death or withdrawal.	Percentage of annual salary with return of contributions at death only.	Percentage of annual salary with return of contributions either at death or withdrawal.
	(d)	(e)	(f)
15 years.....	2.89	3.39	6.43
16 years.....	3.09	3.64	6.68
17 years.....	3.29	3.90	6.91
18 years.....	3.50	4.17	7.14
19 years.....	3.72	4.46	7.39
20 years.....	3.93	4.73	7.61
21 years.....	4.16	5.03	7.86
22 years.....	4.40	5.35	8.12
23 years.....	4.66	5.69	8.40
24 years.....	4.95	6.08	8.71
25 years.....	5.30	6.55	9.10
26 years.....	5.67	7.04	9.51
27 years.....	6.06	7.49	9.93
28 years.....	6.49	8.15	10.41
29 years.....	6.76	8.53	10.61
30 years.....	7.03	8.91	10.82
31 years.....	7.27	9.26	10.98
32 years.....	7.52	9.62	11.15
33 years.....	7.77	9.98	11.32
34 years.....	8.03	10.35	11.50
35 years.....	8.28	10.72	11.67
36 years.....	8.53	11.07	11.84
37 years.....	8.77	11.42	12.00
38 years.....	9.00	11.74	12.17
39 years.....	9.21	12.04	12.32
40 years.....	9.39	12.28	12.45
41 years.....	9.55	12.46	12.57
42 years.....	9.69	12.65	12.69
43 years.....	9.79	12.76	12.77
44 years.....	9.88	12.85	12.85
45 years.....	9.93	12.88	12.88
46 years.....	9.98	12.90	12.90
47 years.....	10.00	12.89	12.89
48 years.....	10.00	12.84	12.84
49 years.....	9.95	12.73	12.73
50 years.....	9.82	12.51	12.51
51 years.....	9.59	12.17	12.17
52 years.....	8.22	11.64	11.64
53 years.....	8.67	10.89	10.89
54 years.....	8.01	10.15	10.15
55 years.....	7.70	10.32	10.32
56 years.....	8.46	11.23	11.23
57 years.....	9.34	12.27	12.27
58 years.....	10.39	13.50	13.50
59 years.....	11.65	14.95	14.95
60 years.....	13.19	16.71	16.71
61 years.....	15.09	18.84	18.84
62 years.....	17.51	21.52	21.52
63 years.....	20.67	24.98	24.98
64 years.....	24.97	29.62	29.62
65 years.....	31.04	36.10	36.10
66 years.....	40.25	45.83	45.83
67 years.....	55.72	62.02	62.02
68 years.....	86.89	94.40	94.40
69 years.....	180.83	191.42	191.42

According to the actuaries' statement these rates would secure the following-named benefits, subject to the following conditions:

Retirement at 70; immediate retirement of all eligibles; retirement after ten years of service for incapacity; pension of one-sixtieth of average annual salary for last ten years of service preceding retirement for each year of service; credit for future service only in estimating the amount of pension; maximum pension of two-thirds of average salary for preceding ten years before retirement; minimum pension of \$300 to those who retire at commencement of scheme; interest at 2½ per cent to be earned on all funds; under (e) contributions returned at death before retiring age; under (f) contributions returned at death and also on severance from service before retiring age; rates named subject to verification and adjustment every fifth year.

**EXHIBIT C.**—*Showing the progress of the fund from year to year, the contributions to which are 2 per cent of the annual salary, the pension being \$300 to those members who are now 70 and over; to those less than 70 and more than 60, \$350; but prior to age 60 depending upon length of service and last salary.*

Year.	(1) 2 per cent of salary.	(2) Amount in hand at beginning of year.	(3) Amount paid in pensions.	(4) (2)-(3).	(5) Amount in hand at end of year (4) + inter- est at 2½ per cent.
1.....	\$353,551	\$353,551	\$93,000	\$260,551	\$267,065
2.....	353,551	830,616	108,200	512,416	525,226
3.....	353,551	878,777	125,300	753,477	772,214
4.....	353,551	1,125,865	146,650	979,215	1,003,695
5.....	353,551	1,357,246	167,450	1,189,796	1,219,541
6.....	353,551	1,574,092	198,000	1,375,092	1,409,469
7.....	353,551	1,764,020	223,350	1,539,672	1,578,162
8.....	353,551	1,931,713	250,400	1,681,313	1,723,346
9.....	353,551	2,076,897	283,150	1,793,747	1,838,590
10.....	353,551	2,192,141	312,550	1,879,591	1,926,581
11.....	353,551	2,280,132	508,265	1,771,867	1,816,163
12.....	353,551	2,169,714	576,783	1,592,931	1,632,754
13.....	353,551	1,986,306	659,093	1,327,212	1,380,892
14.....	353,551	1,784,443	689,465	1,094,978	1,071,102
15.....	353,551	1,424,658	715,488	709,165	726,894
16.....	353,551	1,080,445	723,503	356,942	365,806
17.....	353,551	719,417	723,908	— 4,491	— 4,491
18.....	353,551	349,090	718,161	— 369,101	— 369,101
19.....	353,551	— 15,550	702,316	— 717,866	— 717,866
20.....	353,551	— 366,315	682,643	— 1,048,958	— 1,048,958

**EXHIBIT D.**—*Showing the progress of the fund from year to year, the contributions to which are 2 per cent of the annual salary, the pension being \$300 to those members who are now 70 and over, but to those less than that age depending upon length of service and last salary.*

Year.	(1) 2 per cent of salary.	(2) Amount in hand at beginning of year.	(3) Amount paid in pensions.	(4) (2)-(3).	(5) Amount in hand at end of year + (4) inter- est at 2½ per cent.
1.....	\$353,551	\$353,551	\$93,000	\$260,551	\$267,065
2.....	353,551	620,616	119,696	500,920	513,449
3.....	353,551	866,994	140,604	726,390	744,550
4.....	353,551	1,098,101	163,984	934,117	957,470
5.....	353,551	1,311,021	199,504	1,111,517	1,139,305
6.....	353,551	1,492,856	252,677	1,240,179	1,271,183
7.....	353,551	1,624,784	296,243	1,328,491	1,361,703
8.....	353,551	1,715,254	352,677	1,362,577	1,395,641
9.....	353,551	1,759,192	396,495	1,352,697	1,387,539
10.....	353,551	1,741,090	461,078	1,280,012	1,312,012
11.....	353,551	1,655,563	508,265	1,157,298	1,186,230
12.....	353,551	1,539,781	576,783	962,998	987,073
13.....	353,551	1,340,624	639,093	701,531	719,061
14.....	353,551	1,072,620	689,465	383,155	392,734
15.....	353,551	746,285	715,488	30,797	31,567
16.....	353,551	385,128	723,503	— 338,375	— 338,375
17.....	353,551	15,166	723,908	— 708,742	— 708,742
18.....	353,551	— 359,191	718,161	— 1,077,352	— 1,077,345
19.....	353,551	— 719,804	702,316	— 1,422,117	— 1,422,117
20.....	353,551	— 1,068,566	682,643	— 1,751,209	— 1,751,209

Besides these rates applicable to various ages the actuaries give the benefits to be secured from certain flat rates applied to the salaries of all clerks alike irrespective of their varying ages. These are as follows:

*Flat rate of 6.4 per cent.*—Assessments to be made on all now in the service and a lower rate to be provided for those who shall enter hereafter.

Retirement at 70; immediate retirement of all eligibles; pension of one-sixtieth of average annual salary for last ten years of service preceding retirement for each year of service; credit for future service only in estimating the amount of pension; maximum pension of two-thirds of average annual salary for preceding ten years before retirement; minimum pension of \$300 to those who retire at commencement of scheme; interest at  $2\frac{1}{2}$  per cent to be earned on all funds.

To add to these elements the return of contributions at death before retiring age would raise this rate to 8.5 per cent, and to add the additional element of return of contributions on severance from the service would raise the rate to 9 per cent.

By adding the element of retirement after ten years of service for incapacity would make these rates, respectively, 9.3, 11.7, and 12.6 per cent.

If the rate be applied to all who shall enter the service, as well as those now in, these above-named features, excepting the return of contributions, can be obtained for 7.5 per cent.

All rates subject to verification and adjustment every fifth year.

*Flat rate of 5.6 per cent.*—Retirement at 70; retirement deferred ten years, assessments to continue on all in the meantime; credit for future service only in estimating the amount of pension; pension of one-sixtieth of average annual salary for the last ten years of service preceding retirement for each year of service, subject to restriction as to time credit begins; minimum pension \$350; pension not to begin prior to ten years from the commencement of scheme; interest at  $2\frac{1}{2}$  per cent to be earned on all funds; rate subject to verification and adjustment every fifth year.

*Flat rate of  $7\frac{1}{2}$  per cent.*—Retirement at 70; immediate retirement for all eligibles; credit for past and future service in estimating amount of pension; pension of one-sixtieth of the average annual salary for the last ten years of service preceding retirement for each year of service; maximum pension of one-half of the average annual salary for the preceding ten years before retirement; interest at  $2\frac{1}{2}$  per cent to be earned on all funds; rate subject to verification and adjustment every fifth year.

If the maximum pension be two-thirds instead of one-half of the average annual salary as last above noted, the rate of  $7\frac{1}{2}$  named would be raised to 8 per cent.

*Flat rate of 7 per cent.*—Retirement at 70; retirement deferred ten years, assessments to continue on all in the meantime; retirement after ten years of service for incapacity; credit for future service only in estimating amount of pension; pension of one-sixtieth of the average annual salary for the last ten years of service preceding retirement for each year of service, subject to restriction as to time credit begins; minimum pension \$350; pension not to begin prior to ten years from the commencement of the scheme; interest at  $2\frac{1}{2}$  per cent to be earned on all funds; rate subject to verification and adjustment every fifth year.

*Flat rate of 7 per cent.*—Retirement at 70; retirement deferred ten years, assessments to continue on all in the meantime; credit for past and future service in estimating amount of pension; pension of one-sixtieth of the average annual salary for the last ten years of service, preceding retirement for each year of service; minimum pension \$350; pension not to begin prior to ten years from the commencement of scheme; interest of  $2\frac{1}{2}$  per cent to be earned on all funds; rate subject to verification and adjustment every fifth year.

**EXHIBIT E.**—*Tracing the history of those employees in the Departments at Washington who are now aged 51 or over, and showing, with retirement at the age of 70, the number that would be placed on the retired list each year until the maximum number is attained, the number retired in the first instance, the number added each year, the number dying before reaching the retirement age, and the number dying each year of those who have been retired.*

[The maximum is reached in the eighteenth year. The actuaries have covered a period of twenty years, two years beyond the maximum.]

Year.	Number who remain at the beginning of the year, after deducting those who die and those who become pensioners.	Number who die in year.	Number who are pensioned on reaching the age of 70.	Total number who draw pensions.	Pensioners who die in each year.
1.....	4,182	.....	310	310	14
2.....	4,182	106	64	350	31
3.....	4,012	106	76	395	37
4.....	3,830	109	94	452	39
5.....	3,627	109	95	508	43
6.....	3,423	107	127	592	53
7.....	3,189	106	122	661	60
8.....	2,961	102	134	735	63
9.....	2,725	99	154	826	75
10.....	2,472	94	170	921	82
11.....	2,208	91	170	1,009	92
12.....	1,947	83	221	1,133	108
13.....	1,643	71	214	1,249	112
14.....	1,355	63	215	1,352	123
15.....	1,077	50	181	1,413	130
16.....	843	41	158	1,441	136
17.....	644	34	150	1,455	142
18.....	460	25	149	1,462	145
19.....	286	15	136	1,453	145
20.....	135	8	127	1,435	.....
21.....	.....	.....	.....	.....	.....

## THE COMPETITIVE SYSTEM IN STATES AND CITIES.

In the Fifteenth Report (pp. 489-502) and in the Nineteenth Report (pp. 167-173) some account is given of the growth of civil-service reform in States and cities. As supplementary thereto, Mr. Henry G. Chapman, assistant secretary of the National Civil Service Reform League, has compiled the following information as to the progress of the reform in several States:

### CALIFORNIA.<sup>a</sup>

*San Francisco.*—During the past year the application of the civil-service laws in San Francisco has been somewhat complicated by local territorial conditions. There has been a legal fight over the county offices in those counties which are coterminous with the boundaries of the city, and the courts had exempted all county employees from the operation of the law. An attempt was made to cure this defect by an amendment to the constitution. This failed owing to the opposition of the San Francisco senators, for, on February 4, 1903, an amendment designed to secure the exemption of civil-service employees from the operation of a four-year tenure of office clause, which exists in the constitution, and to give them a tenure during good behavior, failed by a tie vote of 16 to 16, a two-third vote being necessary. Had this amendment passed Senator Belshaw, who introduced it, was prepared to introduce a second amendment, extending the competitive system to those county offices which the supreme court (in the case of *Crowley v. Floyd*) had declared to be outside

<sup>a</sup>See also pp. 499 Fifteenth Report and 167 Nineteenth Report.

the law; but, in view of the failure of the first amendment, Senator Belshaw withdrew the second.

*Los Angeles.*—After a lively campaign the civil-service provisions introduced into the revised charter of the city of Los Angeles were carried by a majority of 5 to 1. A full vote was cast and much interest was shown in the measure. Some difficulty was met in getting the amendment through the legislature, by which it had to be ratified, but it was finally adopted. The city service of Los Angeles is therefore in full operation under a civil service commission consisting of strong friends of civil-service reform, and the results thus far are reported as being extremely satisfactory.

#### COLORADO.<sup>a</sup>

In February, 1903, the supreme court of Colorado handed down a decision sustaining the so-called Rush amendment to the State constitution, which had been adopted by popular vote at the last election. This ruling secured civil-service provisions for the city of Denver and the county of Arapahoe, which were consolidated into the city and county of Denver. It provided for a convention to frame a new charter in which it was obligatory to provide that the "department of police and fire and the department of public utilities and works shall be under such civil-service regulations as in said charter shall be provided."

A charter commission was appointed in accordance with this provision and a charter was framed and submitted to vote on September 29, when it was defeated.

#### DISTRICT OF COLUMBIA.<sup>b</sup>

The Attorney-General has decided (22 Op., 59) that officers and employees of the District of Columbia are not officers and employees of the General Government of the United States, but of the municipal corporation known as the District of Columbia, and are as distinct from the civil service of the United States as would be the officers of any city government in one of the States of the Union, from the civil service of the State. This being true, the Federal civil-service rules can not be extended to the District government except upon authority from Congress.

The Commissioners of the District of Columbia in their annual reports, have repeatedly urged upon Congress the necessity of such legislation as will permit the adoption of civil-service rules for the District, but no action has yet been taken in this regard.

#### ILLINOIS.<sup>c</sup>

Under the optional law of the State, the cities of Rockford, Aurora, and Elgin voluntarily adopted the competitive merit system, as already in force in Chicago and Evanston.

#### MASSACHUSETTS.<sup>d</sup>

*Cambridge.*—The only controversy of importance that arose under the Massachusetts law during the last year was with regard to the status of the Cambridge police force. The mayor of Cambridge contended that since the charter of the city of Cambridge had been enacted, by special legislation, after the passage of the civil-service law it should take precedence of that law, and he proceeded to make appointments without reference to the commission. Mr. Herbert Parker, the attorney-general of Massachusetts, has now given an opinion to the effect that the police force of Cambridge is in every way subject to the State commission. The mayor has announced his intention of taking the matter into court.

<sup>a</sup>See also p. 502 Fifteenth Report.

<sup>b</sup>See also p. 503 Fifteenth Report.

<sup>c</sup>See also pp. 496 Fifteenth Report and 168 Nineteenth Report.

<sup>d</sup>See also pp. 496 Fifteenth Report and 170 Nineteenth Report.

## MINNESOTA.

*Minneapolis.*—A charter commission is now at work upon a proposed charter for the city of Minneapolis. In October civil-service provisions covering the police and fire departments were proposed for insertion in the new charter, and their adoption is now being considered.

NEW YORK.<sup>a</sup>

Eleven bills were introduced to amend the civil-service law, all but two of which died in the assembly where they had originated. Of the two that came before the governor one was a bill providing that crime committed before the age of 16 should not be a bar to civil employment. The bill was vetoed by the governor on the ground that it was too sweeping in character and might relieve persons who at the age of 14 or 15 had been guilty of the most reprehensible acts. The other was a bill which, in its final shape, contained a provision giving preference in appointment to volunteer firemen. This bill was clearly unconstitutional, since the constitution gives a preference to veterans of the civil war, which the courts have decided is exclusive. The bill was vetoed by the governor.

On the whole, it may be said that the competitive system did not suffer much at the hands of the last legislature. The civil-service law was not amended and the civil-service provisions of the New York charter were not altered except in one matter of minor importance.

In the spring State Commissioner William Miller Collier, president of the State commission, resigned his position to become special assistant to the United States Attorney-General, assigned to duty as solicitor of the Department of Commerce and Labor, and in May Governor Odell appointed Mr. Charles F. Milliken, of Canandaigua, to fill the vacancy. Later, Mr. Cuthbert W. Pound, of Ithaca, became president.

Two important suits were decided during the year. The one (*Letts v. Collier*) involved the status of the county officers of Kings County, which were claimed to be exempt from competitive examination, on the ground that they were confidential positions. These cases had been begun by a writ of mandamus requiring the State commission to change its classification, and the court of appeals decided that mandamus was not the proper remedy. Though this decision was not on the merits, it had the effect of settling the pending litigations, but other suits have since then been begun.

The second case is that of *Greene against Knox*, in which suit was brought by a taxpayer to restrain payment of salaries to certain police captains who were held to have been illegally appointed. The court of appeals decided that since the title to the offices in question was the pivotal point of the case and not incidentally involved, quo warranto and not a taxpayer's action was the proper remedy.

*New York City.*—In July Mr. William A. Perrine, of the municipal commission, resigned his position. Mr. Cornelius Vanderbilt also resigned. Neither of these vacancies have been filled.

The work of the municipal commission during the year has been in some respects more efficient and satisfactory than it was last year, and the commission has sought to remedy a number of the evils which existed.

Protests are still heard against the large number of exemptions in the city service, which have now reached 700, and also against the practice of the commission of hearing large numbers of appeals of candidates from the markings of examiners, and of raising the marks of applicants after their identity has become known.

A revision of the municipal rules has been approved by the State board and is now in force, which is in many respects a great improvement on the rules as they were, though it contains many matters which are not generally approved.

<sup>a</sup>See also pp. 496 Fifteenth Report and 170 Nineteenth Report.



OHIO.<sup>a</sup>

The municipal code bill, passed in August, 1902, went into effect in May, 1903. The civil-service provisions of the code are meager and inadequate, and cover only the police and fire departments. The Democratic State convention, which met at Columbus in August, 1903, recommended "the extension of the merit system of the civil service to all departments."

## OREGON.

*Portland.*—In March the civil service commission of Portland, Oreg., issued a new set of rules which are, in the main, extremely good, but they have not as yet been in force long enough to make it possible to report upon their practical working.

PENNSYLVANIA.<sup>b</sup>

*Philadelphia.*—"The need of a civil-service law is constantly made more patent by the misuse of the appointing power in the State service and in the various cities."—Twenty-second Annual Report of the Pennsylvania Civil Service Reform Association.

WISCONSIN.<sup>c</sup>

*Milwaukee.*—Mr. J. J. Vlach, secretary and chief examiner of the Milwaukee civil service commission, says in the Eighth Annual Report of that commission:

I have the temerity to assert that there does not exist in the whole Union a city of the size of Milwaukee where the merit system is more justly, more strictly, and more capably administered than in our city, and where the commissioners could be more vigilant and cautious in upholding and enforcing the law. \* \* \* There is no earthly reason why the city of Milwaukee alone should be protected from the rapacity of spoilsmen, and the rest of the State exposed and subjected to their baneful influence and machination.

## PORTO RICO.

In the Nineteenth Report, the Commission referred to the initial application of competitive examinations to the Federal positions in Porto Rico, under the general plan which obtains with similar positions in the United States. While this system has been in operation for only a year, good results have been obtained. The natives have shown an interest in the examinations, as is evidenced in the following table showing the result of the examinations held in Porto Rico during the year ended June 30, 1903:

Examinations.	Number examined.	Number passed.	Number failed.	Percentage passed.
Educational (English):				
Departmental and Government Printing Office .....	37	24	13	64.87
Custom-house.....	20	5	15	25.00
Post-office.....	15	5	10	33.33
Transfer—post-office inspector.....	1	1		100.00
Educational (Spanish):				
Departmental.....	9	8	1	88.89
Post-office.....	4	2	2	50.00
Trades positions (English and Spanish) .....	68	58	10	85.29
Total.....	154	103	51	66.88

In the departmental and post-office services, the natives who took the examinations in Spanish did better than the Americans and natives who took them in

<sup>a</sup>See also pp. 500 Fifteenth Report and 171 Nineteenth Report.

<sup>b</sup>See also pp. 501 Fifteenth Report and 172 Nineteenth Report.

<sup>c</sup>See also p. 497 Fifteenth Report.

English. This was so in the first series of examinations held in the early part of 1902.

There has been a slight disaffection on the part of the natives, due to the fact that in making selections for appointment in the Departmental service at Washington preference has been given to persons who took the examinations in English (most of whom are of United States nativity), but this will gradually disappear when the needs of the service in the United States are more generally understood. There are but few positions in the Departments at Washington in which the services of persons who are not proficient in English can be profitably utilized. The fact that, under the law requiring an apportionment of appointments, Porto Rico has received only one-fifteenth of the number to which it is entitled, and the disposition on the part of appointing officers to recognize its claims for representation, should induce the natives to qualify themselves for the examinations given in English. The following tables show the appointments of residents of Porto Rico from the examinations. Appointments made after June 30, 1903, are not included.

**Treasury Department:**

**In the Department at Washington:**

Buoy colorist .....	1
Assistant messenger .....	1

**Outside of Washington:**

**Marine-Hospital Service in Porto Rico—**

Acting assistant surgeons .....	6
Attendants .....	14
Messenger boy .....	1

**Customs service in Porto Rico—**

Deputy collector .....	1
Guardsmen .....	1
Examiner of merchandise .....	1
Inspector .....	1
Clerk .....	1
Janitor .....	1
Seaman .....	1

**Light-house service in Porto Rico:**

Superintendents .....	4
Keepers and assistant keepers .....	6
Laborers .....	3
Lampist .....	1

**Total, Treasury Department..... 44**

**War Department:**

**In the Department at Washington—**

Clerk .....	1
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**Outside of Washington—**

**Quartermaster's department at large in Porto Rico—**

Interpreter .....	1
Watchmen .....	3
Blacksmiths .....	2
Blacksmith's helper .....	1
Wheelwrights .....	3
Painter .....	1
Farrier .....	1

**Engineer department at large, St. Augustine, Fla.—**

Clerk .....	1
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**Total, War Department..... 14**

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## Navy Department:

At San Juan Naval Station—

Clerk..... 1

At Guam, L. I., Naval Station—

Special laborer..... 1

Total, Navy Department..... 2

## Interior Department:

In the Department at Washington—

Clerks and copyists..... 5

## Post-Office Department:

In the post-offices at San Juan, Ponce, and Mayaguez—

Clerks..... 7

Substitute carriers..... 2

In the office of the post-office inspector, San Juan—

Clerk..... 1

Total, Post-Office Department..... 10

## Government Printing Office, at Washington, D. C.:

Compositors..... 2

## Civil Service Commission, at Washington, D. C.:

Messenger..... 1

Total number of appointments of residents of Porto Rico, to July 1, 1903... 78

The insular and municipal positions belonging to the insular government created by an act of Congress approved on April 12, 1900, do not come under the Federal rules. In the early part of 1902, Doctor Rowe, who was a member of the commission appointed to compile and revise the laws, codes of procedure, and systems of municipal government of the island, submitted a civil-service bill, but it did not receive the approval of a majority of that commission. When submitted as a minority recommendation, the legislative assembly agreed with the majority that the insular government was not sufficiently organized to justify its application.

During the last session of the legislative assembly, two measures were introduced, one by Mr. Hartzell, secretary of Porto Rico and a member of the executive council; the other by Doctor Brioso, a native member of the same body. Comparison of these bills shows that, while they differed in minor points, in substance they were essentially the same, and that both were calculated to establish an honest and efficient civil service. Both bills were referred to the judiciary committee of the council, which reported that the establishment of a competitive system at that time would entail too great an expenditure. The committee stated that it did not wish to be understood as opposed to the principles of such a measure, but as very few changes in the service would be made during the ensuing year, the establishment of an elaborate bureau was deemed unwise and inexpedient. It recommended that the consideration of both bills be indefinitely postponed and that the general spirit embodied in them be established by executive action.

As there was diversity of opinion as to the extent to which a competitive system should be applied, it was agreed by the friends of both measures in the executive council that executive action could be had which would carry out the general desire for such a system. Accordingly, the executive council passed the following resolution:

*Resolved*, That for the purpose of establishing a civil-service system for the executive branches of the government of Porto Rico, and for maintaining and regulating the efficiency thereof, the president of the executive council is hereby authorized to appoint a committee of three from the council (of which committee the president of the council shall be chairman), who shall confer with the governor and thereafter report rules and regulations which shall control appointments and promotions in the

civil service according to merit, and which shall effectually provide for the classification of offices and employments, the selection of employees, promotions, periods of probation, competitive examinations, transfers, and reinstatements, and such other requirements as may seem proper to, and which will more efficiently secure, the enforcement of the purposes of this resolution; and when such rules and regulations are reported, if the same are approved by the council and the governor, they shall be promulgated, and thereafter shall govern the matters embraced therein.

The Commission was informed by a member of the council that the committee referred to in the above resolution would consist of Mr. Hartzell, secretary of Porto Rico, chairman; Mr. Lindsay, commissioner of education, and Dr. J. G. Brioso, of the council.

On March 19, 1903, the governor of Porto Rico advised the Commission that he was about to take the subject up and draft rules, and requested its assistance to the insular government by reviewing the rules when they were prepared. So far as the Commission is aware, the rules and regulations contemplated by the resolution passed by the executive council have not been promulgated.

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## VIEWS OF THE PRESIDENTS, HEADS OF DEPARTMENTS, AND OTHER OFFICIALS RELATIVE TO THE CIVIL- SERVICE LAW.

In the Thirteenth Report, which covers the period from July 1, 1895, to June 30, 1896, at pages 7 to 13, are given the views of the President, heads of departments, and other officials relative to the operation of the civil-service law. Further quotations of a similar nature are given in the Fourteenth Report, pages 47-53; in the Seventeenth Report, pages 323-332, and in the Eighteenth Report, pages 142-154. A few additional opinions, taken from reports of Government officers, as well as comments upon kindred subjects from other sources, are given below:

[Extract from the annual message of the President of December 6, 1897.]

The important branch of our Government known as the civil service, the practical improvement of which has long been a subject of earnest discussion, has of late years received increased legislative and executive approval. During the past few months the service has been placed upon a still firmer basis of business methods and personal merit. While the right of our veteran soldiers to reinstatement in deserving cases has been asserted, dismissals for merely political reasons have been carefully guarded against, the examinations for admittance to the service enlarged and at the same time rendered less technical and more practical, and a distinct advance has been made by giving a hearing before dismissal upon all cases where incompetency is charged or demand made for the removal of officials in any of the Departments. This order has been made to give to the accused his right to be heard, but without in any way impairing the power of removal, which should always be exercised in cases of inefficiency and incompetency, and which is one of the vital safeguards of the civil-service reform system, preventing stagnation and deadwood, and keeping every employee keenly alive to the fact that the security of his tenure depends not on favor, but on his own tested and carefully watched record of service.

Much of course still remains to be accomplished before the system can be made reasonably perfect for our needs. There are places now in the classified service which ought to be exempted, and others not classified may properly be included. I shall not hesitate to exempt cases which I think have been improperly included in the classified service or include those which in my judgment will best promote the public service. The system has the approval of the people, and it will be my endeavor to uphold and extend it.

[Extract from the annual message of the President of December 5, 1899.]

The Executive order of May 6, 1896, extending the limits of the classified service, brought within the operation of the civil-service law and rules nearly all of the executive civil service not previously classified.

Some of the inclusions were found wholly illogical and unsuited to the work of the several Departments. The application of the rules to many of the places so included was found to result in friction and embarrassment. After long and very careful consideration it became evident to the heads of the Departments, responsible for their efficiency, that in order to remove these difficulties and promote an efficient and harmonious administration certain amendments were necessary. These amendments were promulgated by me in Executive order, dated May 29, 1899.

The principal purpose of the order was to except from competitive examination certain places involving fiduciary responsibilities or duties of a strictly confidential, scientific, or executive character which it was thought might better be filled either by noncompetitive examination, or in the discretion of the appointing officer, than by open competition. These places were comparatively few in number. The order provides for the filling of a much larger number of places, mainly in the outside service of the War Department, by what is known as the registration system, under regulations to be approved by the President, similar to those which have produced such admirable results in the navy-yard service.

All of the amendments had for their main object a more efficient and satisfactory administration of the system of appointments established by the civil-service law. The results attained show that under their operation the public service has improved, and that the civil-service system is relieved of many objectionable features which heretofore subjected it to just criticism and the administrative officers to the charge of unbusinesslike methods in the conduct of public affairs. It is believed that the merit system has been greatly strengthened, and its permanence assured. It will be my constant aim in the administration of government in our new possessions to make fitness, character, and merit essential to appointment to office, and to give to the capable and deserving inhabitants preference in appointments.

[Extract from the Annual Message of the President, of December 3, 1900.]

That there may be secured the best service possible in the Philippine Islands, I have issued, under date of November 30, 1900, the following order:

The United States Civil Service Commission is directed to render such assistance as may be practicable to the Civil Service Board, created under the act of the United States Philippine Commission, for the establishment and maintenance of an honest and efficient civil service in the Philippine Islands, and for that purpose to conduct examinations for the civil service of the Philippine Islands upon the request of the Civil Service Board of said islands, under such regulations as may be agreed upon by the said Board and the said United States Civil Service Commission.

The Civil Service Commission is greatly embarrassed in its work for want of an adequate permanent force for clerical and other assistance. Its needs are fully set forth in its report. I invite attention to the report, and especially urge upon the Congress that this important bureau of the public service, which passes upon the qualifications and character of so large a number of the officers and employees of the Government, should be supported by all needed appropriations to secure promptness and efficiency.

[Extract from the Annual Message of the President of December 3, 1901.]

The merit system of making appointments is, in its essence, as democratic and American as the common school system itself. It simply means that in clerical and other positions where the duties are entirely nonpolitical all applicants should have a fair field and no favor, each standing on his merits as he is able to show them by practical test. Written competitive examinations offer the only available means in many cases for applying this system. In other cases, as where laborers are employed, a system of registration undoubtedly can be widely extended. There are, of course, places where the written competitive examination can not be applied, and others where it offers by no means an ideal solution, but where under existing political conditions it is, though an imperfect means, yet the best present means of getting satisfactory results.

Wherever the conditions have permitted the application of the merit system in its fullest and widest sense the gain to the Government has been immense. The navy-yards and postal service illustrate, probably better than any other branches of the Government, the great gain in economy, efficiency, and honesty due to the enforcement of this principle.

I recommend the passage of a law which will extend the classified service to the District of Columbia, or will, at least, enable the President thus to extend it. In my

judgment all laws providing for the temporary employment of clerks should hereafter contain a provision that they be selected under the civil-service law.

It is important to have this system obtain at home, but it is even more important to have it applied rigidly to our insular possessions. Not an office should be filled in the Philippines or Porto Rico with any regard to the man's partisan affiliations or services, with any regard to the political, social, or personal influence which he may have at his command; in short, heed should be paid to absolutely nothing save the man's own character and capacity and the needs of the service.

The administration of these islands should be as wholly free from the suspicion of partisan politics as the administration of the Army and Navy. All that we ask from the public servant in the Philippines or Porto Rico is that he reflect honor on his country by the way in which he makes that country's rule a benefit to the peoples who have come under it. This is all that we should ask, and we can not afford to be content with less.

The merit system is simply one method of securing honest and efficient administration of the Government; and in the long run the sole justification of any type of government lies in its proving itself both honest and efficient.

The consular service is now organized under the provisions of a law passed in 1856, which is entirely inadequate to existing conditions. The interest shown by so many commercial bodies throughout the country in the reorganization of the service is heartily commended to your attention. Several bills providing for a new consular service have in recent years been submitted to the Congress. They are based upon the just principle that appointments to the service should be made only after a practical test of the applicant's fitness, that promotions should be governed by trustworthiness, adaptability, and zeal in the performance of duty, and that the tenure of office should be unaffected by partisan considerations.

[Extract from the Annual Message of the President of December 2, 1902.]

Gratifying progress has been made during the year in the extension of the merit system of making appointments in the Government service. It should be extended by law to the District of Columbia. It is much to be desired that our consular system be established by law on a basis providing for appointment and promotion only in consequence of proved fitness.

[Extract from the Annual Message of the President of December 7, 1903.]

During the year ended June 30 last 25,566 persons were appointed through competitive examinations under the civil-service rules. This was 12,672 more than during the preceding year and 40 per cent of those who passed the examinations. This abnormal growth was largely occasioned by the extension of classification to the rural free-delivery service and the appointment last year of over 9,000 rural carriers. A revision of the civil-service rules took effect on April 15 last, which has greatly improved their operation. The completion of the reform of the civil service is recognized by good citizens everywhere as a matter of the highest public importance, and the success of the merit system largely depends upon the effectiveness of the rules and the machinery provided for their enforcement. A very gratifying spirit of friendly cooperation exists in all the Departments of the Government in the enforcement and uniform observance of both the letter and spirit of the civil-service act. Executive orders of July 3, 1902, March 26, 1903, and July 8, 1903, require that appointments of all unclassified laborers, both in the Departments at Washington and in the field service, shall be made with the assistance of the United States Civil Service Commission, under a system of registration to test the relative fitness of applicants for appointment or employment. This system is competitive, and is open to all citizens of the United States qualified in respect to age, physical ability, moral character, industry, and adaptability for manual labor, except that in case of veterans of the civil war the element of age is omitted. This system of appointment is distinct from the classified service and does not classify positions of mere laborer under the civil-service act and rules. Regulations in aid thereof have been put in operation in several of the Departments and are being gradually extended in other parts of the service. The results have been very satisfactory, as extravagance has been checked by decreasing the number of unnecessary positions and by increasing the efficiency of the employees remaining.

#### INCREASED EFFICIENCY IN THE OFFICE OF THE AUDITOR FOR THE POST-OFFICE DEPARTMENT.

The Auditor for the Post-Office Department, in his report for the last fiscal year, states that there has been an increase of the business in the postal service amounting to 88 per cent in six years, and that this increase involved an actual increase in the

work of his Bureau which has been carefully estimated at 60 per cent. The increase of force available to take care of this augmented business has, however, only been 23 per cent. In 1897 the Bureau had 487 employees, while now it has 600.<sup>a</sup> He adds:

The added labor manifestly devolved upon the office, since the work in all the divisions is substantially in the same condition as to being current that it was six years ago, has been taken care of only by greater efficiency in the performance of work and a much heavier strain on the individual workers.

#### POLITICAL APPOINTMENT OF INDIAN AGENTS.—EVILS OF THE FOUR-YEAR TENURE PRINCIPLE IN THE INDIAN SERVICE.

[Extract from Report of the Commissioner of Indian Affairs, 1902.]

The most serious obstacle in the path of Indian civilization, in my judgment, is the practice of appointing Indian agents for political services. As a rule, such appointments are made from persons living near the agency. Their activity in political life, which secures their appointment, undoubtedly gives them enemies to punish and friends to reward. The evil effects of such a course have been manifested in numberless instances, which have, officially and unofficially, been brought to my attention. An agent appointed under such conditions does not have an eye single to the interests of the Indians, but, as a rule, looks out more especially for the interests of his own friends. In view of the act of Congress relative to the sale of heirship lands, greater opportunities than ever have been placed in the hands of an Indian agent to increase his salary by unlawful means. Open-market purchases are unavoidable in the conduct of Indian affairs. An agent who is from the locality has friends and enemies from whom to purchase the goods, and it is all too easy for him to favor one and damage the other, all of which is against the best interest of the Indians.

In case of a bonded superintendent there is no political pull, or otherwise, to hold him in his position, and the knowledge that such is the case is a powerful factor in inducing him to stand up for the right and for the best interests of the Indians under his charge. Political bickerings, contentions with traders, etc., encroachments upon Indians' rights are generally handled in a satisfactory manner, without fear of offending or favoring any factional political interests. He knows that his duties are comprised in doing all that is possible for the civilization of the Indians and their protection against the encroachments of white settlers surrounding them.

The pressure from white men who want Indian lands is something enormous, and no Indian agent who is from that locality, who can only expect to serve a short term of, probably, four years, can withstand such pressure. At the expiration of his term he returns to those people, where he must depend upon their favors for his future livelihood. It is unreasonable to suppose that such a man will stand against the wishes of unscrupulous and probably so-called "honest" men in their dealings with the Indians to such a degree as would a man who came from a different section, who is in the classified service, whose welfare does not depend upon surrounding white people, but upon his success in handling the Indian problems presented to him, and to whom, if he does his duty well and faithfully, there always remains the hope of promotion to a better place in the service elsewhere. Such conditions undoubtedly tend to obtaining a better class of people to place in charge of Indian agencies than does the present system.

The administration of an Indian agency should be a purely business proposition. There should be no politics in it. The protection of the rights of the Indians and their civilization should be the sole object to be attained. No man with interests antagonistic to these can possibly advance the Indian problem toward its solution.

As an evidence of the justice of the above conclusions, there are the innumerable changes which have been made in the agency force during the past five years, the number of Indian agents who have been relieved from the service for peculation, and the fact that not a single bonded superintendent has been removed from the service upon the ground of financial delinquency. On the other hand, the ratio of bonded superintendents who have been relieved from the service for cause is a minimum when compared with agents. It is not contended, of course, that the fact that a man is a bonded superintendent makes him a better man than an agent selected for political reasons, but the conditions surrounding each man in connection with the manner of his appointment conclusively demonstrate that the removal of political

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<sup>a</sup> There are 552 competitive employees in the office of the Auditor for the Post-Office Department. Of these 290 were appointed through examination (nine of these being entitled to preference under Sec. 1754, R. S.) and 262 were brought in either by the original or subsequent classifications.

influences has a tendency to secure a better class of men to be placed in charge of Indian matters at the various agencies and reservations.

A large number of reservations have been placed in charge of bonded superintendents during the last three or four years. I can conscientiously say that the affairs at these places have been administered as well, and in the large majority of cases better than they were when under the control of political favorites. As a rule, bonded superintendents are men of education. They are required to pass difficult examinations; they have had experience in the service, and hope to make it their life work; while many Indian agents, who are willing to accept these positions, are men who have failed in business, are ward politicians, and have no hope of remaining longer than a period bounded by the fortunes of the political party to which they belong.

There are many able, conscientious, and efficient agents, whose performance of their duties is above reproach; but the undeniable fact remains that the first and most important consideration is to keep the Indian question out of politics, and whenever it is necessary to appoint a man as agent, he should be of good business capacity, and chosen for his well-known honesty and integrity. It is not claimed, however, that all bonded superintendents are absolutely free from similar influences which surround agents, but it is significant that the percentage of failures is less than under the older system. As an evidence of this, there are, out of the 57 bonded superintendents in the service at present, 37 who have been continuously in it for periods varying from ten to twenty-four years. The great majority of these men began their service in subordinate positions, such as teachers, clerks, farmers, industrial teachers, etc., and were gradually promoted to fields of increasing responsibility and trust after a careful trial. Such a system promotes emulation, and makes a man feel that by his own unaided efforts he can, by the faithful performance of every duty, merit and secure success.

The policy of placing agencies and portions of agencies under the charge of bonded superintendents of training schools, which was inaugurated several years ago, has been pursued during the year at all places where practicable. There are a number of agencies where from various causes it will be unwise for some years to effect this change, but the number must gradually decrease until finally all matters relating to adult Indians will be absorbed in the more important one of education. Permanency of appointment, fixedness of policy, selection based on merit, will unquestionably secure a higher type of officials than can be obtained in any other manner.

## THE MERIT SYSTEM IN THE INDIAN SCHOOL SERVICE.

[Extract from report of the Commissioner of Indian Affairs, 1902.]

The application of the classified service to this branch of Government employees has raised the tone and elevated the morals of the Indian school service. Merit, the touchstone which brings out the best qualities of the honest man and woman, has been substituted for political favoritism and personal influence. Under the present system the humblest employee can by merit alone reach the places of honor and profit, while the unworthy are easily cast aside when the failure becomes known. Its effect upon the service has been of untold value. This improvement has never been more tersely or forcibly stated than in this excerpt from a communication addressed to the Department by an official who has continuously been in the service for thirty years in varying capacities, and who has visited numbers of schools. He says:

"Through politics and favoritism the Indian school service was handicapped to a considerable extent in the past, but this objectionable feature has gradually given way to a more efficient corps of employees, through which the schools have steadily improved and are now being intelligently conducted and rendering valuable service, with very little, if any, reasonable grounds for adverse criticism; and while from the frailties of human nature a weakness may develop occasionally in an employee, such instances are rare, and, as before stated, the offender is promptly discharged or otherwise disciplined, as the nature of the offense may warrant."

[Extract from report of the Commissioner of Indian Affairs, 1903.]

The difficulty surrounding those who are employed in Indian schools is extremely great. Charged with the responsibility of forming the moral characters of numbers of Indian children who do not appreciate the restraints with which our own children are familiar, and knowing these general conditions, the characteristics of the Indians, and the lack of home support, when cases of immorality among the pupils are reported they are not judged with the same degree of harshness as would be the case had they occurred in a white school.



Immorality, either in Indian children at school or in those who have control of them, is of course not countenanced by the Indian Department. Unfortunately, scandals occur in white schools, where all safeguards and inherited tendencies of civilization are thrown around both school and pupil. How much more so may it be in our Indian schools? Employees in Indian schools are selected from certification made by the Civil Service Commission. Their appointments are upon merit, and in all promotions an effort is made to reward meritorious conduct in the service. These employees, therefore, have every incentive to guard carefully the interests of the children committed to their charge. It is believed that they are, as a rule, moral, upright, and Christian men and women, devoted to their work of uplifting the red man and preparing him for citizenship.

Vacancies and original positions in the Indian school service are filled from lists of eligibles furnished by the United States Civil Service Commission when requested by this Office. From such certifications 648 persons received appointments during the past year. Of those appointed 306 declined. For the same period 86 persons were reinstated and 225 Indians given places at salaries above \$300 per annum. This makes 959 appointments for the year and 653 acceptances.

The various positions in the school service are divided as follows: Supervisors, 7 white; superintendents, 111 white; assistant superintendents, 11 white; clerks, 45 white and 20 Indian; physicians, 23 white and 1 Indian; disciplinarians, 16 white and 13 Indian; teachers, 438 white and 69 Indian; kindergartners, 52 white; manual-training teachers, 8 white; matrons and housekeepers, 187 white and 42 Indian; assistant matrons, 95 white and 57 Indian; nurses, 30 white and 3 Indian; seamstresses, 109 white and 40 Indian; laundresses, 71 white and 64 Indian; industrial teachers, 78 white and 35 Indian; cooks and bakers, 136 white and 62 Indian; farmers, 43 white and 21 Indian; blacksmiths and carpenters, 69 white and 10 Indian; engineers, 45 white and 21 Indian; tailors, 12 white and 7 Indian; shoe and harness makers, 18 white and 14 Indian; gardeners, 17 white and 5 Indian; dairymen, 5 white and 1 Indian; Indian assistants, 41; miscellaneous positions, 62 white and 68 Indian.

#### THE MERIT SYSTEM IN THE DEPARTMENT OF COMMERCE AND LABOR.

[Extract from the Report of the Secretary of Commerce and Labor, 1903.]

The civil-service regulations have been observed in every detail from the establishment of the Department. Appointments have been made, and will be made, strictly upon merit, whether under the civil-service requirements or in cases exempt from such requirements. Upon no other basis can such a department be conducted so as to meet satisfactorily the demands that will be made upon it.

#### THE MERIT SYSTEM IN THE WEATHER BUREAU.

[Extract from Report of the Chief of the United States Weather Bureau, 1903.]

It is a pleasure to report that both the letter and the spirit of the civil-service law and regulations have been fully complied with in the Weather Bureau, strict adherence to which has not only facilitated the transaction of business, but has produced a marked and steady improvement in the discipline and efficiency of this branch of the public service. It is rare to-day that any Weather Bureau employee seeks advancement by irregular methods, and this is due to the fact that it is well known to all connected with the Bureau that advancement may be secured solely through merit and efficiency.

Close attention has been given all rules of the Civil Service Commission, as promulgated from time to time, and I am able to report that there is no case in the Bureau of an unclassified employee performing duties that should be done by a classified employee. By reference to the foregoing tabular statement it will be noted that of 675 commissioned employees but 34 are unclassified. It is a significant fact that under the operations of a merit system that covers every employee in the Weather Bureau, the working force in its central office has actually decreased, while the volume of business has increased at least 20 per cent. In 1895 there were employed in the Weather Bureau at Washington 198 employees; on July 1, 1903, the number was 180, or a decrease of 18 in the working force.

#### OPERATION OF THE CIVIL-SERVICE RULES IN THE RAILWAY MAIL SERVICE.

[Extract from report of the General Superintendent of Railway Mail Service, 1902.]

The operation of the civil-service rules governing appointments in the Service and *promotions continues* to be satisfactory. The effect of the additional requirement as

to height and weight in the physical examination of applicants has not as yet become apparent, for the reason that all certifications up to the present time have been made from the eligibles examined under the old rule, but undoubtedly the increase in the requirement in height from 5 feet 4 inches to 5 feet 6 inches, and as to weight from 125 to 135 pounds, will give us a class of men much better fitted for the arduous duties of a postal clerk. Experience has shown that men 5 feet 4 inches in height are not tall enough to reach the top boxes in the letter cases in our standard cars, and one whose weight is barely over 125 pounds is not heavy and strong enough to do the heavy lifting sometimes required without becoming too fatigued to continue at work on a long and tiresome run. Examinations this fall have been and will be conducted under the new rule and we may expect to see an improvement in the personnel of our substitute list in the course of a few months.

## SUBSTITUTE CLERKS AND SUPERANNUATION IN THE RAILWAY MAIL SERVICE.

[Extract from report of the Postmaster-General, 1903.]

### SUBSTITUTE CLERKS.

The importance to the Railway Mail Service of a more permanent list of substitutes from which the ranks of the regular clerks are recruited, free from the disadvantages of only occasional employment with corresponding uncertainty of pay, though with a liability for a call for service at any time, is recognized. In order to secure this I approve the recommendations of the Second Assistant that suitable legislation be had providing a monthly salary of not less than \$30 for each such clerk, with the understanding that he will be subject to call of the Department for at least eleven days' labor a month whether as substitute or otherwise.

### RAILWAY MAIL SERVICE RELIEF AND SUPERANNUATION MEASURE.

The hazardous employment and the unusual tax on the mental and physical endurance of railway post-office clerks have long suggested to their immediate superior officers the desirability of some plan whereby those permanently disabled in the line of duty or worn out through long and faithful service may retire on an annuity. The views and suggestions of such superior officers have been set forth in their several reports from time to time. The subject commends itself as worthy of earnest consideration.

### RECOMMENDATIONS FOR LEGISLATION.

3. That where a clerk or letter carrier has been twenty-five years in the service and shall have attained the age of 65 years the Postmaster-General shall be empowered, upon the recommendation of the postmaster, to employ a substitute for such clerk or letter carrier, which substitute shall receive not to exceed two-thirds of his salary, the other one-third to go to such clerk or letter carrier.

13. That suitable legislation be had providing a monthly salary of not less than \$30 for each substitute clerk in the Railway Mail Service, with the understanding that he will be subject to the call of the Department for at least 11 days' labor a month, whether as substitute or otherwise.

14. That Congress earnestly consider the propriety of granting an annuity to railway post-office clerks who are permanently disabled in line of duty or worn out through long, faithful service.

### SUPERANNUATED CARRIERS.

[Extract from Report of the First Assistant Postmaster-General, 1902.]

The steady increase in the number of veterans and superannuated carriers, especially in the older free-delivery cities, furnishes a standing admonition that sooner or later the efficiency of the entire system will be affected unless practical remedial steps are taken by the Department to obviate this inevitable result. The curtailment of the routes of these faithful veterans began several years ago, and this practice is just as certain to grow as it is that old age increases human infirmities.

This method of meeting the problem amounts to an indirect pension, and its extension will prove a great expense to the Department. Moreover, this plan of overcoming the poor service incident to physical declension is neither fair to the public, to the system, nor to the aged carriers. The subject has been repeatedly discussed in former reports and has been called to the attention of Congress. It ought to be entirely practicable, out of the salaries of 20,000 employees, to establish a self-sustaining fund that would enable the retirement of the disabled and veteran carriers. Within this scope Congressional action seems unnecessary, unless it be to merely authorize the Department to withhold a certain percentage of salary for retirement purposes.

For several years past the letter carriers, through their national and State associations, have seriously considered and discussed this matter, and at the recent convention of the National Letter Carriers' Association, at Denver, a committee reported a retirement bill providing for annuities to letter carriers from a fund to be realized from their salaries. Thus the carriers themselves have no other thought than to create a fund entirely independent of direct governmental aid. This principle is commendable, and the working details suggested by the committee, acting for the carriers, are drafted along correct business lines. The plan proposed, however, while apparently founded upon a solid basis, is not yet complete, and needs the consideration of skilled insurance actuaries to perfect its details.

### PERSONNEL OF THE BUREAU OF PENSIONS.

[Extract from Report of the Secretary of the Interior, 1902.]

Substantial progress has been made in bringing up the arrears of work in the Bureau, 47,106 more applications having been handled than were received during the year, an excellent record of the industry of the clerks. In adverting to the condition of the force of his office, the Commissioner, in a supplement to his report, dated October 17, 1902, \* \* \* states, among other things, that there are many worthy employees therein who have served their country and are suffering from disability due both to war and advanced age. But a short time will elapse before there will be 500 persons of this class who will be practically incapacitated for the performance of the intricate and difficult duties devolving upon them in the adjudication of pension claims. This class, he states, should be taken care of; to discharge them in large numbers as soon as they become unserviceable would result in hardship and suffering, not only to the clerks, but to their dependents. I concur in his views on the subject, and recommend that appropriate legislation be enacted by Congress for the retirement from duty of aged employees.

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The present method of examining applicants for pension, the Commissioner states, is uncertain, expensive, and unsatisfactory in its results, the personnel of the various medical boards being liable to outside control and political dictation. Those who are to be examined for disabilities should appear before persons possessed of the highest degree of medical knowledge and skill, as pathological sequences of many diseases and disabilities are so obscure and remote that they can only be detected by careful examination conducted by physicians of learning and experience, and frequently (by) those having special facilities for microscopical examination of excretions, etc. As a substitute for the existing system he suggests a division of the country into districts or circuits; the appointment under civil-service rules of medical experts to be organized into boards to serve outside of the States of their domiciles, and to go from place to place within their respective circuits on fixed days, making examinations and taking testimony regarding the condition of the applicants for pension. Such a system as outlined by the Commissioner is in the interest of the betterment of the service, and has my approval.

[Extract from Report of the Commissioner of Pensions, 1903.]

I suggest boards constituted of experts under civil-service rules who should go from place to place on fixed days, giving examinations and receiving testimony regarding the conditions of the applicants and making reports thereon. The territory could be divided into circuits and the boards serve outside of the States of their domiciles.

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INCREASED EFFICIENCY IN THE PENSION BUREAU.

[Extract from Report of the Commissioner of Pensions, 1902.]

It will be observed from reading the preceding sections that during the last year the Pension Bureau, with less clerks, has accomplished more work than that done in any of the last ten years.

It will be observed that the number of applicants and demands upon the Bureau were 25 per cent larger last year than the annual average of the past ten years, and that the Bureau has gained upon the current work 100,000 cases in two years.

AGE OF EMPLOYEES IN PENSION BUREAU.

[Extract from Report of the Commissioner of Pensions, 1903.]

The number of employees and their ages on July 1, 1903, were as follows:

80 years and over.....	10
75 to 79, inclusive.....	20
70 to 74, inclusive.....	67
65 to 69, inclusive.....	148
60 to 64, inclusive.....	254
55 to 59, inclusive.....	248
50 to 54, inclusive.....	165
45 to 49, inclusive.....	191
40 to 44, inclusive.....	223
35 to 39, inclusive.....	180
30 to 34, inclusive.....	84
25 to 29, inclusive.....	58
20 to 24, inclusive.....	48
Under 20.....	18
Total.....	1,714

The number of civil-war soldiers and number of civilian employees who are 50 years of age and upward are as follows:

Age.	Soldiers.	Civilians.	Total.
80 years and over.....	3	7	10
75 to 79, inclusive.....	13	7	20
70 to 74, inclusive.....	43	24	67
65 to 69, inclusive.....	107	41	148
60 to 64, inclusive.....	173	81	254
55 to 59, inclusive.....	126	122	248
50 to 54, inclusive.....	5	160	165
Total.....	470	442	912

From the foregoing it will be seen that a majority of the employees are above 50 years of age, and of such the old soldiers of the civil war are in the majority.

The average age of the whole force of the Bureau is 53 years.

The average age of the civil-war soldiers of the Bureau was 63 years 1 month on July 1, 1903.

The total number of soldiers (all wars) in the Bureau is 504. Of these, 401 are pensioners; 103 are not pensioned.

Of the female employees in the Bureau, numbering 347, there are 37 pensioners.

The employees in race and sex are as follows:

White:	
Male.....	1,288
Female.....	342
Colored:	
Male.....	79
Female.....	5

## THE NEED OF A CIVIL-SERVICE LAW FOR THE DISTRICT OF COLUMBIA.

[Extract from the annual report of the Commissioners of the District of Columbia, June 30, 1903.]

As the President of the United States, according to the Attorney-General of the United States, is not authorized under the civil-service act to extend the civil-service rules over the District government, because, under the decisions of the Supreme Court of the United States, the District of Columbia is a municipal corporation and not part of the Government of the United States, the Commissioners recommend once more that Congress pass a civil-service law for the government of the District of Columbia. Most of the large municipalities of the country now have such a law, and there is no apparent reason why the District government should be excepted from the advantages of it. The Commissioners have maintained a merit system of appointment and promotion, but it has no legal protection, and the examinations which the Commissioners require for the police and fire departments, and in some other special cases, are conducted by the United States Civil Service Commission simply as a matter of courtesy and can not be required of the Commission by the Commissioners.

## THE MERIT SYSTEM IN THE PHILIPPINES.

[Extract from the report of the Philippine Commission, October 15, 1901.]

The civil-service law has been in operation since our last report, and we see no reason to change our conclusion as to the absolute necessity for its existence and strict enforcement. Without this law American government in these islands is, in our opinion, foredoomed to humiliating failure. Even if all its provisions are enforced, it is likely to be very difficult to secure and keep in the service honest, competent Americans who will enter into the spirit of the missionary task involved in the successful government of these islands.

Complaints have arisen on the part of the Filipinos that they have not been given the same opportunity that Americans have had to secure places with equal salaries, and the complaint is true to this extent: The executive officers of the central government are almost all of them English-speaking officers, and a clerk, to do efficient work, should read, write, and speak English. Up to this time very few adult Filipinos have so thoroughly learned English as to be fluent enough to pass examinations for such positions; but the heads of bureaus, under instructions from the Commission, are gradually working Filipinos into places, and the Filipinos are gradually picking up English. The Filipinos are, as a rule, beautiful penmen, but they lack accuracy and close attention. It is the opinion of competent judges, however, that each year will see a larger proportion of Filipinos in the higher positions and that this complaint against the operation of the law will be seen to have its basis in temporary conditions only.

There are no Filipino stenographers, and we find great difficulty in securing a sufficient number of stenographers among the Americans. We have been obliged to send to the United States a number of times for clerks of this class, and still all the departments of this rapidly expanding government are complaining of the dearth of those most important aids to the rapid transaction of business.

The civil-service board, whose report is hereto appended as Appendix E, is now at our suggestion taking steps to classify the school-teachers already appointed with a view to amending the law so as to bring that large class within the restrictions of the civil-service law and to require that future appointments shall only be made after examinations. The report of the board shows the extent of its activities and the very many useful purposes it serves in the preparation of legislation upon the question of employees and salaries, as well as in its usual fields of examinations, classification, certifications, and rules.

[Extract from report of the civil governor of the Philippines, November 1, 1902.]

The report of the civil-service board shows that it has been most active in the conduct of examinations and the furnishing of eligible persons for the public service. The principle of appointment according to merit, as shown by examination, and of promotion according to merit, as shown by experience and examination, is carried out conscientiously by the board. The necessity that the government is under of securing many of its civil servants from the United States by examination under the auspices of the United States Civil Service Commission of course delays the filling of vacancies and embarrasses the conduct of the government. This embarrassment and delay, however, are reduced as bureaus become better established and the number of new employees that are needed becomes less. It is entirely natural that heads

of bureaus should think themselves better competent to judge of the kind of men needed for the vacancies under them than the civil-service board; and this is especially the case with new bureaus where the head of the bureau has had no experience in the selection from eligibles presented by the civil-service board. The provision that no money can be paid by a disbursing officer to a person not appointed in accordance with the civil-service law has been sufficient to restrain any violation of it. It has become so well understood that the merit system prevails in these islands, and has a wider application and more practical enforcement than in any part of the United States, that there is no political pressure from the United States for the appointment of persons to the classified service.

The body of civil-service employees engaged in public-school teaching is still not included within the rules of the civil-service board. Some two hundred of the legalized quota of 1,000 teachers are to be appointed in the near future. As soon as the quota has been filled, it is understood to be the intention of the Commission to provide that thereafter no teachers shall be employed who do not pass a civil-service examination.<sup>a</sup>

During the next year it is hoped to introduce into the civil-service law provisions by which the learning of native dialects and the learning of Spanish by American employees will be encouraged, provisions by which certain promotions can only be obtained after passing an examination in certain native dialects, and also for increasing the salaries of employees who are able to pass an examination in such dialects or in the Spanish language without promotion. Such changes, it is thought, would make the body of our English-speaking civil servants much more efficient.

[Extract from report of the Philippine civil-service board, October 14, 1902.]

The provision for filling the higher bureau positions by promotion is an important and distinguishing feature of the Philippine civil-service act. The Federal civil-service law has no provision comparable with this, which invites and induces young men with excellent ability and training to enter the lower grades. It is an exemplification of the merit system. It means a civil personnel above mediocrity and the establishing and the maintaining of an efficient civil service in the Philippines. During the year covered by this report the board, recognizing the importance of the law, has constantly endeavored, by adhering to the standards for entrance, to bring into the service well-trained men with more than average capacity. It is important that this provision be kept in view in making future appointments.

#### THE MERIT SYSTEM IN THE CUBAN POSTAL SERVICE.

[Extract from the report of the late Director-general of posts of Cuba, October 4, 1902.]

The following order in reference to promotions is quoted from the Weekly Bulletin of July 23, 1901:

It is no new announcement that merit alone determines the rating and chances for promotion of every employee of the Cuban postal service in all its branches, and that fact should by this time be thoroughly understood throughout the service.

Nevertheless, a habit is gaining ground among some employees of invoking outside influence in behalf of advancement. Pressure of this kind is increasingly experienced both in the department directly and by postmasters. Any clerk arbitrarily promoted through such means would himself feel aggrieved and disheartened if another clerk was promoted over his head in that manner.

An employee embarrasses his friends by asking of them such intercession in his behalf. He puts them in the inconsistent attitude of coming to tell an employer what a good clerk and how deserving of promotion a particular man is, as if the employer himself did not know or was incompetent to judge. A merchant knows the value of his own clerks better than an outsider.

Good service alone will tell in a man's favor in the postal service. An employee who is industrious, punctual, faithful, and shows hearty interest in his duties will find himself noticed and appreciated. Such employees must be protected against pushing endeavors of less worthy ones to win preferment by influences from the outside. And persistency of any employee in resorting to such outside influence will be deemed an acknowledgment by him of his want of efficiency and of inability to gain advancement in fair competition with his fellows.

This is upon the same lines as a recent order of the President of the United States. It expresses a sound principle, as every administrative officer knows from experience, and the effect in the Cuban postal service was most salutary.

<sup>a</sup> The classification of teachers in the Philippines became effective on September 1, 1903.

# COMPILATION OF THE CIVIL-SERVICE RULES AND EXECUTIVE ORDERS FROM AUGUST 16, 1902, TO FEBRUARY 1, 1904, CHRONOLOGICALLY ARRANGED.

## PREFATORY NOTE.

In the Eighteenth Report, pages 163 to 327, there appears a compilation of the civil-service rules, special orders, and classifications, from May 7, 1883, to August 16, 1902. The following compilation is a continuation of that in the Eighteenth Report. The rules as amended to August 16, 1902, appear at pages 36 to 56 of the Eighteenth Report. Those orders and exceptions having a merely individual application are omitted from this compilation, as they are set forth in detail in the reports under the heading "Exceptions made to the Rules, etc." The only classification orders that have been issued since the publication of the Eighteenth Report are briefly referred to in the table showing inclusions in the classified service, on page 99, this report.

**October 4, 1902.**

## SPECIAL RULE.

In the exercise of the power vested in the President by the Constitution, and by virtue of the seventeen hundred and fifty-third section of the Revised Statutes, and of the civil-service act approved January 16, 1883, the following rule for the regulation and improvement of the executive civil service is hereby promulgated:

In the interest of economy and efficiency of the service, the engineer in charge of the construction of the new Government Printing Office building may retain his present force, or so much of it as may be necessary, during the continuance of the work at the War College and Washington Barracks. The authority herein granted shall lapse upon the completion of said work, and all vacancies in the force engaged upon the printing office and upon the other work shall be filled hereafter in accordance with civil-service rules.

Approved, October 4, 1902.

T. ROOSEVELT.

## AMENDMENT TO RULE VIII.

**October 14, 1902.**

Amend Civil Service Rule VIII by striking out section 6, which reads as follows:

6. Certifications for appointment to clerical positions and to positions in any of the recognized trades in the Government Printing Office shall be so made as to maintain, as nearly as the conditions of good administration will warrant, the apportionment of such appointments among the several States and Territories and the District of Columbia upon the basis of population according to the number of employees provided by law for that office who are affected by the provisions of this section.

The remaining sections will not be renumbered at this time.

Approved October 14, 1902.

T. ROOSEVELT.

**January 10, 1903.**

## SPECIAL RULE.

The employment of the eight clerks, or so many of them as may be necessary, who have been serving under temporary appointment since July 8, 1902, under section 16 of Rule VIII, in the office of the Commissioner of Internal Revenue, in the handling, counting, and destruction of stamps returned for redemption, may be extended for a further period of not exceeding sixty days.

Approved, January 10, 1903.

T. ROOSEVELT.

AMENDMENT TO RULE XIII.

**January 19, 1903.**

In the exercise of power vested in the President by the Constitution and of authority given to him by the seventeen hundred and fifty-third section of the Revised Statutes, Rule XIII of the civil-service rules is hereby amended by adding at the end of the proviso thereof the following:

, and laborers or workmen who, in connection with their usual duties, are to perform work of the grade performed by classified employees, shall be appointed upon certification by the Commission from appropriate registers of eligibles, in the manner provided by these rules.

As amended the proviso will read:

*Provided*, That this classification shall not include persons appointed to an office by and with the advice and consent of the Senate, nor persons employed as mere laborers or workmen; but all positions whose occupants are designated as laborers or workmen, and who were prior to May 6, 1896, and on June 10, 1896, regularly assigned to work of the same grade as that performed by classified employees, shall be included within this classification. Hereafter no person who is appointed as a laborer or workman without examination under the civil-service rules shall be assigned to work of the same grade as that performed by classified employees; and laborers or workmen who, in connection with their usual duties, are to perform work of the grade performed by classified employees shall be appointed upon certification by the Commission from appropriate registers of eligibles in the manner provided by these rules.

THEODORE ROOSEVELT.

Approved January 19, 1903.

AMENDMENT TO RULE X.

**January 21, 1903.**

Rule X of the civil-service rules is hereby amended by inserting after the introductory clause a new section to read as follows:

1. No transfer shall be made to a competitive position above the lowest class in any grade unless the appointing officer shall certify that the position can not be adequately filled by promotion.

The remaining sections of the rule will be renumbered accordingly.

Approved January 21, 1903.

THEODORE ROOSEVELT.

SPECIAL ORDER UNDER RULE VIII.

**February 11, 1903.**

On February 11, 1903, the President addressed the following communication to the Commission:

GENTLEMEN: You are authorized to approve between now and July 1, 1903, all cases of request for the extension of temporary (job) employments beyond the period of six months, limited in section 16 of Rule VIII, where the conditions appear to justify such action. All such cases are to be submitted to me for approval at the termination of the above period.

In accordance with the above authority, the Commission approved the extension of the following temporary employments: John Sheridan, carpenter, Quartermaster's Department at Large, Fort Sheridan, Ill.; G. P. Crouse, carpenter, Quartermaster's Department at Large, Fort Barrancas, Fla.; E. Kilby, painter, Quartermaster's Department at Large, Fort Barrancas, Fla.; William H. Goldie, engineer, Quartermaster's Department at Large, Fort H. G. Wright, N. Y.; Joseph G. Cleveland, carpenter, Quartermaster's Department at Large, Fort Niagara, N. Y.; Duncan MacArthur,

<sup>a</sup>This employment was extended for three separate periods.



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architectural draftsman, Naval War College, Newport, R. I.; A. A. Bennett, clerk and overseer, Quartermaster's Department at Large, Monterey, Cal.; Roger Duval, property clerk, Quartermaster's Department at Large, Monterey, Cal.; Thomas Grant, train master, Quartermaster's Department at Large, Monterey, Cal.; John Dinwiddie, blacksmith, Quartermaster's Department at Large, Monterey, Cal.; George Stockhill, carpenter, Quartermaster's Department at Large, Fort Keogh, Mont.; Samuel Rieben, carpenter, Quartermaster's Department at Large, Fort Douglas, Utah; A. U. Wyman, clerk, office of United States Treasurer, Washington, D. C.; Carson E. Phillips, engineer and inspector, Quartermaster-General's Department at Large, St. Louis, Mo.; Edgar A. Bennett, rodman, Quartermaster-General's Department at Large, St. Louis, Mo.; M. C. Furstenu, draftsman, engineer district, Charleston, S. C.; E. B. Harden, instrument man, navy-yard, Charleston, S. C.; William Cook, mechanic, Quartermaster's Department at Large, Fort Apache, Ariz.; Frank H. Cranford, foreman, Quartermaster's Department at Large, Presidio of San Francisco, Cal.; William E. Neff, special laborer, navy-yard, Washington, D. C.; Miss Lelia B. Man-nakee, Mrs. Claudia S. Coles, Mrs. Florence O. Quimby, clerks (typewriters), Bureau of Insular Affairs, Washington, D. C.; Clarence K. Andrews, carpenter, Bureau of Plant Industry, Department of Agriculture, Washington, D. C.; Stephen A. Reid, carpenter, Bureau of Plant Industry, Department of Agriculture, Washington, D. C.; Miss Ella Merritt, piecework computer, Naval Observatory, Washington, D. C.; twenty-seven employees,<sup>a</sup> Quartermaster's Department at Large, Monterey, Cal.; Eugene L. Thompson, typewriter, Interstate Commerce Commission, Washington, D. C.; Carson E. Phillips, engineer and inspector, Quartermaster's Department at Large, St. Louis, Mo.; H. M. Hathaway, deck officer, steamer *Patterson*, United States Coast and Geodetic Survey.

A statement showing the action of the Commission in these cases was submitted to the President and received his approval on July 29, 1903.

**February 11, 1903.**

### SPECIAL RULE.

In the exercise of the power vested in the President by the Constitution and by virtue of the seventeen hundred and fifty-third section of the Revised Statutes, and of the civil-service act approved January 16, 1883, the following special civil-service rule is hereby promulgated:

The temporary clerks employed at the various naval stations in the insular possessions of the United States (except San Juan and Honolulu), whose names are on a list heretofore furnished the Civil Service Commission by the Secretary of the Navy, may be absolutely appointed, it appearing that their original appointments without examination were necessary for sufficient reasons, among which were (1) inability of the Commission to certify eligibles who would accept promptly, (2) inability of the Department to secure accommodations on transports, and (3) delays caused by the failure of eligibles to accept appointment.

Approved, February 11, 1903.

THEODORE ROOSEVELT.

**February 19, 1903.**

### AMENDMENT TO CIVIL-SERVICE RULES.

Section 1 of Civil-Service Rule V is hereby amended by striking out the proviso therein. The proviso so stricken out reads as follows:

*Provided*, That in order to secure a sufficient number of eligibles to meet the needs of the service, foreign-born persons who have declared their intention to become citizens of the United States may be admitted to examinations for the position of cop-perplate map engraver.

Approved, February 19, 1903.

THEODORE ROOSEVELT.

<sup>a</sup> The names of these employees appear in a letter dated May 18, 1903, from the constructing quartermaster at Monterey. The list included carpenters, foremen, plumbers, and painters.

**March 20, 1903.**

A revision of the rules was promulgated by the President to be effective April 15, 1903.

For this revision see p. 42, this report.

**March 26, 1903.**

EXECUTIVE ORDER.

It is deemed desirable that the regulations governing appointments and employments of mere laborers and workmen in the Departments at Washington shall be extended as rapidly as may be found practicable to offices in the Executive civil service outside of Washington.

The United States Civil Service Commission is therefore directed to render such assistance as may be practicable to the heads of the Executive Departments for the establishment and maintenance of a system of registration to test the relative fitness of applicants for appointment or employment as mere laborers and workmen, to precede such appointments or employments, which tests shall be competitive and open to all citizens of the United States qualified in respect to age, physical ability, character, and experience as workmen, and for that purpose to conduct inquiries upon the request of the respective heads of Departments, under such regulations as may be agreed upon by them and the Commission. These regulations shall be forthwith prepared and applied in such large cities as may be agreed upon.

Approved, March 26, 1903.

THEODORE ROOSEVELT.

**March 31, 1903.**

EXECUTIVE ORDER.

The heads of the Executive Departments and independent offices are directed to furnish to the Secretary of the Interior, for the preparation of the Official Register, under the act approved January 12, 1895, the date of the appointment of each officer and employee and his age and length of service under the United States, and a statement whether the position occupied by him is subject to appointment by the President, or is excepted, competitive, unclassified, temporary, or subject to contract.

Approved, March 31, 1903.

THEODORE ROOSEVELT.

**July 8, 1903.**

EXECUTIVE ORDER.

In the tests prescribed under regulations governing the employment of unskilled labor, the element of age shall be omitted in the case of soldiers and sailors of the civil war, and their relative fitness decided by their physical qualifications, moral character, industry, and adaptability for manual labor.

Approved, July 8, 1903.

THEODORE ROOSEVELT.

**August 10, 1903.**

AMENDMENT TO RULE II (SCHEDULE A.)

Schedule A, of the civil service rules, defining the positions excepted from examination under Rule II, clause 3, is amended by striking out clause 13 of Section VI, Department of the Interior, which reads:

13. One clerk at each pension agency to act for the agent during his absence or disability.

Approved, August 10, 1903.

T. ROOSEVELT.

## FEATURES OF PREVIOUS REPORTS.

[These reports can be consulted at the principal public libraries.]

The First Report, February 7, 1884, presents at length the facts and explanations respecting the objects, theory, and practical methods of the civil-service act and rules, and the first provisions made for the examinations. It describes the abuses which the act is intended to remedy, the essential vices of the pass-examination system, and the consequences of the spoils system. It explains the nature of competitive examinations, the limits of the classifications, the methods of application and of examination, the selection of examiners, the preservation of the preference given to soldiers and sailors, the subjects for examinations, general and special, marking and grading, the apportionment of appointments, residence, certifying for appointment, the protection against unjust removal afforded to women, the power of removal, promotions, exceptions to the rules, probation, the functions of the Commission, the diminution of Executive patronage, and the breaking up of the class monopoly of patronage. It gives the testimony of heads of departments and offices as to the practical effects of the initial operation of the merit system. It makes suggestions for the more effectual accomplishment of the purposes of the civil-service act. Upon information obtained, it gives conclusions reached in the smaller amounts collected for political purposes from Federal officials, the cessation of menaces, and the discontinuance of assessment collection bureaus.

The Second Report, January 25, 1885, states that the enforcement of the act has been found both practicable and effective for the accomplishment of its purpose, and that only the continuing support of the Executive and moderate appropriations by Congress are needed for the extension of the system. The work done is set forth in detail. The facts and explanations of the First Report are continued in the light of the additional experience. Practical methods, needed precautions, and general results reached are explained at length.

The Third Report, March 10, 1886, states that no need of further legislation has appeared; that no facts have come before the Commission which tend to show that within the year more adherents of one party than of the other have attended the examinations or secured appointments, or that any discrimination has been made on political or religious grounds. The report continues the explanations of the evils of the old system, and of the examinations and rules as remedies, and the results reached. It states the attitude and views of the President and heads of Departments. It points out the diminution of office seeking under the change of administration, and of partisan activity on the part of officers. It gives an account of civil-service reform elsewhere than in the national civil service.

The Fourth Report, June 9, 1888, gives the work done in much greater statistical detail than in the previous reports, and includes statistics for part of the work from the beginning. On March 1, 1888, the rules had been revised, and this report states at length the reasons for various amendments made. It reviews the subject of promotion regulations, such regulations having been adopted in the New York custom-house and in the War Department. It contains reports of several investigations as to the administration of the law and rules in post-offices and custom-houses where complaints had been made. Questions concerning the legality of certain appoint-

ments in the Departments are discussed. The practical effects of the act and rules, the objections to, and the misrepresentations of the new system are examined. The appendix contains historical matter and the views of heads of Departments, postmasters, and customs officials in respect to the enforcement and practical effects of the law and rules. Among other questions this report discusses the wisdom of a rule requiring reasons for removals, the conditions existing in the service prior to the passage of the act, the constitutionality of the act, in what respect the power of removal is limited by the act, and objections to the political associations of officials.

The Fifth Report, February 28, 1889, states the effects of the merit system as shown in promotions, and remarks upon the abuse of transfers from one Department to another, the education of those examined, the utility of examinations for promotion, difficulties in maintaining the apportionment of appointments, objections to apportionment by Congressional districts, the law of domicile, the requiring of reasons for dismissals, objections to old classifications (particularly the classification of the customs service, which is still in force), and the adoption of a uniform departmental classification.

The Sixth Report, November 14, 1889, points out the difficulties resulting from the lack of power to administer oaths, and suggests that the act be amended to permit of placing on the boards of examiners persons not in Government employ. It states that experience has clearly shown that the local boards of examiners should be independent of the appointing officers, and to this end recommends that the law be so amended as to permit this, and that provision be made for marking the papers of all examinations by the central board at Washington. It states that the opening of the registers of eligibles to the public has had a beneficial effect. It speaks of the changes in the rules, the classification of the Railway Mail Service, and allowing veterans under the old rule, formerly in the classified service, to be reinstated without reference to the length of time elapsed from the severance of their connection therewith. It reports a number of investigations at various local offices against which there had been charges of wrongdoing, the vigilant watch kept to prevent the violation or evasion of the law, and states that the Commission holds that if in any department or office a very large proportion of the employees is changed the burden of proof should be considered to rest on the official making the change to show that his conduct was proper, and that a failure on his part to establish the necessity for these changes should be held to warrant his dismissal. Accusations against the merit system are answered, and it is held that the examinations are good common-sense business tests.

The Seventh Report, November 20, 1890, states that during the year which it covers the Commission has made examination into the condition of the classified service, and special stress is laid upon certain points developed by this investigation; for instance, that in the classified departmental service only 8 per cent of the appointees of the former administration had been separated from the service during the first year of the succeeding administration, showing that political considerations have practically disappeared as factors in making removals in that service, and that since its enactment the law as a whole had been faithfully and honestly observed in the departments, although two changes of administration had occurred. The operation of the rules in the postal and customs service is stated to be satisfactory, and tables are presented showing the removals in detail at each office. The Commission reiterates its belief that where a removal is made the appointing officer should give the accused an opportunity to be heard in defense, and should be required to give the accused a full written statement of his reasons for making the removal, such statement to be made public if the accused desires. The effects of the investigations are commented upon. The wide difference in the eagerness with which positions in the classified service are sought by different States and sections is commented upon. For the first time in a number of years the Southern States generally obtained their

full quotas of appointments, and this is pointed out as proof of nonpartisanship. It is shown that the eligible registers are not crowded, there being a good chance of appointment from many of them. The practical character of the questions and tests used in the examinations is again commented on. It urges that the number of excepted places and of those governed by noncompetitive examinations could be very greatly reduced. The great improvement brought about by the merit system is shown. Legislation is urged to allow the payment of small sums, by way of compensation, to local boards, and to establish a central board at Washington to mark all papers. The good effects of the investigations held are shown, and it is stated that a jealous eye has been kept upon the efforts of certain individuals and political associations to assess Government employees for campaign purposes. The results of the work in general are also a subject of remark in this report.

The Eighth Report, November 6, 1891, states that several noteworthy steps in advance had been made during the year in the application of the rules to the educational branch of the Indian Service and to Indian physicians, and in revoking the rule which permitted promotion under certain conditions from the unclassified to the classified service. It urges that every "backdoor" entrance to the classified service should be shut and that positions of chiefs of divisions be filled by promotion from the ranks below. The satisfactory working of the law in the Departmental service at Washington and the elimination of political considerations in making appointments are again dwelt upon. The benefit of the merit system to the colored race is pointed out. It is stated that the local offices, as distinguished from the departments and offices at Washington, show less satisfactory results, but that there is a gradual improvement in them. The Commission earnestly recommends the extension of the classified service in various directions as rapidly as it properly can be done. The desirability of legislation to permit the classification of laborers under the civil-service act is presented. The practical character of the questions, the divorcing of the service from politics, and the resulting purification are topics of discussion. The amendment of the law so as to prevent any individual, whether in the Government service or not, from soliciting any Government employee for contributions for political objects is urged.

The Ninth Report, November 1, 1892, states that there has been a very decided increase in the proportion of women to men appointed, and also in the number of women promoted to higher grades in the service over the year next preceding, and calls attention to this fact as probably showing that the prejudice which has heretofore existed to some extent against the appointment of women to the classified service is gradually disappearing, and that when women in the public service have an even chance with the men they win their full share of the more lucrative and responsible positions. This, it is stated, is especially true with reference to those appointed through competitive examinations. The stand taken by the Commission in reference to political assessments this year was of special importance, and the efforts made in securing observance of the law are stated at length. Recommendations made in previous reports are repeated in this. The startling growth of the number of Government employees compared with the growth of population is shown in the tables, and also the faster growth of the classified service. In the appendix of the report is presented historical and descriptive matter showing the growth and extent of the civil service, with remarks upon the authority of appointment and removal, the history of classifications, the salaries of women, and the employment of colored people. An analysis of the official registers is given, showing the numbers employed in the entire service according to sex and salaries, and a statement of the places in the classified service, showing their status, whether filled by examination or not, and the salaries paid. The report also contains a map showing the routes of examinations and the locations of the classified offices away from Washington.

*The Tenth Report*, November 20, 1893, refers to the action of the President in

extending the classified postal service to the remaining 548 free-delivery offices and to the sweeping removals of employees at several offices before the first examination could be held. The number of excepted places at post-offices is stated to be absurdly great. Attention is called to the evil results of the salary limit to the classified customs service. Mention is made of the Railway Mail Service as an object lesson in civil-service reform. The cost of the Commission is stated to be about a dollar a year for each individual withdrawn from the spoils system. The results of an inquiry into the hours of labor, methods of appointment, tenure of office, etc., in various countries, compared with our own, are given.

The Eleventh Report, November 28, 1894, urges that the practice in the postal service of requiring reasons for removal and an opportunity for defense should be made general. Attention is called to the conviction of offenders against the civil-service act and the efforts to stop political assessments. The appendix gives detailed accounts of investigations of alleged violations of the civil-service law from March 4, 1889, to March 1, 1895; and the information referred to in the Tenth Report concerning the civil service of foreign countries is here given at length.

The Twelfth Report, November, 1895, states the need of a revision of the rules and makes suggestions for the improvement of the service.

The Thirteenth Report, January 30, 1897, shows the growth of the classified service, the economy and efficiency demonstrated by the merit system, and the evil of the tenure-of-office laws. A detailed statement is given of the number of officers and employees in the civil service and their salaries. Comparison is made of the number of Presidential offices in 1876, 1886, and 1896.

The Fourteenth Report, December 31, 1897, continues the showing of demonstrated economy and efficiency resulting from the adoption of civil-service rules and the progress made in promotion regulations. The action of the President in amending the rules to require reasons for removal and an opportunity for defense are commented upon. The evils of the tenure-of-office act and the spoils system are shown by statements of contemporary statesmen in official documents. The decisions of courts bearing upon the civil-service rules are presented, together with a statement of the operation of the act and rules, including investigations.

The Fifteenth Report, November 1, 1898, outlines the attitude of the early Presidents in the exercise of the appointing power, the departure in succeeding Administrations from the methods previously followed, and the attempts, culminating in the act of 1883, to restore the earlier practice. Attention is called to the culmination of Spanish misrule in Cuba as emphasizing the value and necessity of a strict adherence to the merit system. The advance made by State and municipal governments in this respect is noted. An account of the colonial governments of the British Empire and of Holland is given. The statement as to the operation of the law and rules is continued.

The Sixteenth Report, January 10, 1900, continues the history of the investigations made touching the enforcement of the rules; treats fully of the question whether solicitation by letter addressed to a public building comes within the provisions of the act relating to assessments; considers the matter of providing for superannuated employees; the stability arising from the small percentage of removals; the extension of the merit system to our insular territories; extracts from debates in Congress, at the time of the passage of the civil-service law, in regard to the evils of political assessments intended to be corrected by the law, the patronage evil, and the control of Congress over appointments.

The Seventeenth Report, December 31, 1900, contains the Philippine civil-service act and an account of the inauguration of the merit system in the Philippine Islands. The subject of promotion regulations is exhaustively treated. The extension of the operation of the civil-service rules to cover the force employed in the Library of Congress and the municipal service of the District of Columbia is recommended. The need for the establishment of a registration system to govern the employment

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of unskilled laborers in the departments and offices is presented. The digest of the decisions of the Commission upon questions arising under the act and rules was revised for this report, which also contains a brief history of the operation of the civil-service rules in each branch of the classified service from the date of its classification.

The Eighteenth Report, May 1, 1902, contains regulations governing the classified civil service, accounts of sundry investigations of violations of the rules and of frauds practiced in examinations, besides the usual statistics of examinations, appointments, and changes in the service. It also contains a discussion by a committee of the National Civil Service Reform League of superannuation in the civil service, and a paper upon the civil service in our new dependencies, reprinted from the Annals of the American Academy of Political and Social Science. This report is chiefly notable, however, as containing a complete compilation of the civil-service rules, special orders, and classifications from May 7, 1883, to August 16, 1902.

The Nineteenth Report, October 24, 1902, contains a discussion at some length of the growth and importance of the Consular Service and the need of legislation to provide facilities for testing the comparative qualifications of applicants for positions therein by means of open competitive nonpartisan examinations. The report treats also of the subject of promotion regulations and the causes which operate against the establishment of such regulations based solely upon merit. In this connection, the need of a reclassification by Congress of the entire service is shown and a plan for such reclassification is submitted. The question of superannuation in the service receives further consideration, and the report contains a bibliography of recent literature on the subject of civil-service pensions and a statement showing the bills recently introduced in Congress on this subject.

In addition to the above the report contains an enumeration and explanation of all permanent appointments in the classified service from January 20, 1899, to June 30, 1902, of persons temporarily employed in classified and unclassified positions.

The following alphabetical index to some of the most important articles in previous reports is appended for the sake of convenience and reference:

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In Senate Report 659, Fifty-fifth Congress, second session (p. 896 et seq.), will be found much testimony respecting the operation of the civil-service act and rules.





# HISTORICAL REGISTER

## OF THE

### UNITED STATES CIVIL SERVICE COMMISSION.

#### COMMISSIONERS:

**JOHN C. BLACK**, Illinois, *President*.  
**ALFORD W. COOLEY**, New York.  
**HENRY F. GREENE**, Minnesota.

**FRANK M. KIGGINS**, *Chief Examiner*.  
**JOHN T. DOYLE**, *Secretary*.

*List of Commissioners, chief examiners, and secretaries since 1883.*

Name.	Whence appointed.	Date of oath of office.	Date of retirement.
<b>COMMISSIONERS.</b>			
Dorman B. Eaton.....	New York.....	Mar. 9, 1883	Resigned Apr. 17, 1886.
John M. Gregory.....	Illinois.....	do.....	Resigned Nov. 9, 1885.
Leroy D. Thoman.....	Ohio.....	do.....	Do.
Wm. L. Trenholm.....	South Carolina.....	Nov. 9, 1885	Resigned Apr. 17, 1886.
Alfred P. Edgerton.....	Indiana.....	do.....	Removed Feb. 9, 1889.
John H. Oberly.....	Illinois.....	Apr. 17, 1886	Resigned Oct. 10, 1888.
Charles Lyman.....	Connecticut.....	do.....	Resigned May 24, 1895.
Hugh S. Thompson.....	South Carolina.....	May 9, 1889	Resigned June 23, 1892.
Theodore Roosevelt.....	New York.....	May 13, 1889	Resigned May 5, 1895.
George D. Johnston.....	Louisiana.....	July 14, 1892	Removed Nov. 28, 1893.
John R. Procter.....	Kentucky.....	Dec. 2, 1892	Died Dec. 12, 1903.
William G. Rice.....	New York.....	May 16, 1895	Resigned Jan. 19, 1898.
John B. Harlow.....	Missouri.....	May 25, 1895	Resigned Nov. 14, 1901.
Mark S. Brewer.....	Michigan.....	Jan. 19, 1898	Died Mar. 18, 1901.
William A. Rodenberg.....	Illinois.....	Mar. 25, 1901	Resigned Mar. 31, 1902.
William Dudley Foulke.....	Indiana.....	Nov. 15, 1901	Resigned Apr. 30, 1903.
James Rudolph Garfield.....	Ohio.....	Apr. 24, 1902	Resigned Feb. 25, 1903.
Alford W. Cooley.....	New York.....	June 18, 1903	
Henry F. Greene.....	Minnesota.....	June 20, 1903	
John C. Black.....	Illinois.....	Jan. 16, 1904	
<b>CHIEF EXAMINERS.</b>			
Charles Lyman.....	Connecticut.....	May 11, 1883	Apr. 17, 1886. <sup>a</sup>
William H. Webster.....	do.....	Aug. 28, 1886	Died Mar. 23, 1896.
A. Ralph Serven.....	New York.....	June 8, 1896	Resigned June 7, 1903.
Frank M. Kiggins <sup>b</sup> .....	Tennessee.....	June 8, 1903	
<b>SECRETARIES.</b>			
Wm. S. Roulhac.....	North Carolina.....	June 11, 1883	Died Apr. 17, 1884.
Robert D. Graham.....	do.....	Apr. 25, 1884	Resigned Sept. 15, 1886.
John T. Doyle <sup>c</sup> .....	New York.....	Sept. 15, 1886	

<sup>a</sup>Appointed Commissioner.

<sup>b</sup>Mr. Kiggins was appointed clerk on the force of the Commission on August 1, 1890; was later assigned as chief of the examining division and promoted upon appointment by the President from that position to chief examiner.

<sup>c</sup>Mr. Doyle was appointed stenographer to the Commission March 9, 1883, and promoted upon appointment by the President from that position to secretary.

## CLASSIFICATION OF THE SERVICE.

### DEPARTMENTAL SERVICE.

In the act of March 3, 1853, it was provided that "the clerks in the Departments of the Treasury, War, Navy, Interior, and Post-Office shall be arranged in four classes;" the act of March 3, 1855, added to this list the State Department. Under the Revised Statutes of 1874 (Title IV) the compensation of these four classes was fixed at \$1,200 per annum for class one, \$1,400 for class two, \$1,600 for class three, and \$1,800 for class four. Under later appropriation bills the new grades of \$900 and \$1,000 have been created. The Department of Agriculture was not in existence when the acts of 1853 and 1855 were passed.

The classification existing under the Revised Statutes was made the basis of the various departmental classifications under the civil-service act of 1883, and embraced positions at Washington with salaries ranging from \$1,200 to \$1,800, in the four statutory classes in the State, Treasury, War, Justice, Post-Office, Navy, and Interior Departments. Progressive enlargements in the classifications were made as follows:

Interior Department, September 22, 1883, all employees at \$1,000 and copyists at \$900 and \$720, and on December 6, 1884, all copyists and all clerks receiving \$2,000 or more, except chiefs of division.

War Department, November 19, 1884, all positions subordinate to the Secretary, except laborers, watchmen, and messengers.

Navy Department, November 25, 1884, clerks at \$1,000 and copyists at \$900 and \$720.

Treasury Department, January 2, 1885, all employees whose salaries are fixed by law from \$900 to \$1,800 or more.

Post-Office Department, February 6, 1885, all employees receiving \$720 or more, except messengers, assistant messengers, watchmen, and laborers.

Department of Justice, November 12, 1883, employees down to and including copyists, also telegraph operator and engineer.

The total number of positions in the Departments at Washington under the first classification was 5,652, of which 135 were excepted from examination. The Department of Agriculture was classified on December 12, 1884, and on March 1, 1888, the Civil Service Commission. The Department of Labor became an independent office by act of July 11, 1888. Having previously existed as a bureau of the Interior Department, its force was already classified. It was merged into the Department of Commerce and Labor on July 1, 1903.

On June 29, 1888, the classification of all the Departments was made uniform, to include all officers and employees except those confirmed by the Senate and those employed as messengers, laborers, workmen, and watchmen. On May 5, 1892, the Fish Commission was classified. On November 2, 1894, the Departments amended their several classifications to include messengers, assistant messengers, and watchmen. Firemen were classified July 15, 1895.

On June 29, 1888, the first extension of the classification was made to positions outside of Washington. On that date the clerical employees at the general depots of the Quartermaster's Department were classified. Employees of the Weather Bureau were classified on January 5, 1893, to the number of 314. On May 24, 1895, 787

other employees in the Bureau of Animal Industry and the Weather Bureau were classified. On July 5, 1895, 505 pension agency employees became classified.

On May 6, 1896, the President made twelve general rules for the entire classified service, and these superseded the separate rules which had formerly governed each service. The branches now recognized were: Departmental, Customs, Post-Office, Government Printing, and Internal Revenue.

The Railway Mail Service was classified on December 31, 1888. On January 4, 1889, rules were approved to take effect March 15, 1889. President Harrison, on March 11, 1889, fixed May 1, 1889, as the date when the rules should become operative, the Commission having informed him that it would not be possible to complete arrangements for putting them into effect at an earlier date. The number of employees on December 31, 1888, was 5,320, of which number 2,300 were removed between March 4, 1889, and May 1, 1889, while the operation of the rules was suspended and their places were filled without examination.

Most of the extensions made by the revision of May 6, 1896, came within the Departmental service, which from this date included all employees except those in the four other branches. In the several Executive Departments, Commissions, and offices in the District of Columbia all officers and employees were classified except those employed merely as laborers or workmen and those subject to confirmation by the Senate. The classification was equally comprehensive in the greater part of the Departmental service outside of Washington.

By amendment of the rules on November 27, 1901, 342 persons in the rural-free delivery service of the Post-Office Department became classified. This amendment also included about 6,000 rural carriers on February 1, 1902, when it became operative. The number of rural carriers on December 1, 1903, was 20,064.

Various appropriation acts provided for the appointment, without compliance with the provisions of the civil-service act, of additional temporary employees rendered necessary on account of increased work incident to the war with Spain. An act of April 28, 1902, classified these employees, who numbered 850 in all, 230 in the Treasury, 587 in the War, and 33 in the Post-Office Department. In the Census Office 837 employees were classified on July 1, 1902, under an act of March 6, 1902.

#### THE INDIAN SERVICE.

On April 13, 1891, classification of the Indian School Service was made embracing physicians, school superintendents, assistant superintendents, school-teachers, and matrons, and rules were adopted for this service on March 1, 1892. On May 11, 1894, assistant teachers were classified, and Indians were allowed appointment as assistant teachers upon noncompetitive examination. On November 2, 1894, the rules were amended to permit certificates of graduation from certain schools to stand in place of examination for noncompetitive positions. On March 20, 1896, the classification was amended to include all clerical positions at Indian schools and agencies, supervisors of Indian schools, day-school inspector, disciplinarian, industrial teacher, teacher of industries, kindergarten teacher, farmer, nurse, assistant matron, and seamstress. Indians were made eligible to appointment to any of these positions without examination upon any test of fitness required by the Secretary of the Interior.

When this service came under the general rules, in 1896, Indians employed in the Indian Service at large were excepted from examination, except those employed as superintendents, teachers, teachers of industries, kindergartners, and physicians; appointments to the positions named being subject to noncompetitive examination. The Commissioner of Indian Affairs, in his last annual report, says:

Employees in Indian schools are selected from certification made by the Civil Service Commission. Their appointments are upon merit, and in all promotions an effort is made to reward meritorious conduct in the service. These employees, therefore, have every incentive to guard carefully the interests of the children com-

mitted to their charge. It is believed that they are, as a rule, moral, upright, and Christian men and women, devoted to their work of uplifting the red man and preparing him for citizenship.

The various positions in the school service are divided as follows: Supervisors, 7 white; superintendents, 111 white; assistant superintendents, 11 white; clerks, 45 white and 20 Indian; physicians, 23 white and 1 Indian; disciplinarians, 16 white and 13 Indian; teachers, 438 white and 69 Indian; kindergartners, 52 white; manual-training teachers, 8 white; matrons and housekeepers, 187 white and 42 Indian; assistant matrons, 95 white and 57 Indian; nurses, 30 white and 3 Indian; seamstresses, 109 white and 40 Indian; laundresses, 71 white and 64 Indian; industrial teachers, 78 white and 35 Indian; cooks and bakers, 136 white and 62 Indian; farmers, 43 white and 21 Indian; blacksmiths and carpenters, 69 white and 10 Indian; engineers, 45 white and 21 Indian; tailors, 12 white and 7 Indian; shoe and harness makers, 18 white and 14 Indian; gardeners, 17 white and 5 Indian; dairymen, 5 white and 1 Indian; Indian assistants, 41; miscellaneous positions, 62 white and 68 Indian.

#### GOVERNMENT PRINTING SERVICE.

On June 13, 1895, the Government Printing Office was classified and rules were adopted including all employees except the Public Printer and laborers. These rules did not provide for an apportionment of appointments among States, but on June 15, 1898, an amendment providing for such apportionment was approved. This amendment was revoked October 14, 1902.

#### POST-OFFICE SERVICE.

Under the civil-service act there were originally 23 post-offices classified by virtue of their having 50 or more employees. This classification embraced postal clerks, money-order clerks, substitute clerks, regular and substitute carriers, and other employees below postmasters, except special-delivery messengers. On January 5, 1893, when the number had grown to 53 offices, the classification was extended to all free-delivery post-offices, thus bringing in 553 additional offices. On December 17, 1903, there were 1,095 offices classified by reason of having free delivery.

#### CUSTOMS SERVICE.

Under the civil-service act of 1883 all customs districts having as many as 50 employees were required to be classified. This included 11 ports, and applied to all the officers, clerks, and employees in these several districts not appointed by the President and not employed as laborers, whose compensation was \$900 or more. On November 2, 1894, the Customs Service was reclassified so as to base the classification upon designation and duty, and not upon compensation as theretofore. This revision brought the customs classification into harmony with the classification of all the other branches of the service in its form and substance. On November 2, 1894, all districts having as many as 20 employees were classified, making 48 in all. On May 6, 1896, all districts with 5 or more employees were classified, bringing in 93 ports, and on July 27, 1897, all customs districts were included. The original classification included 2,573 employees. The extension of May 6, 1896, brought this number to 4,930; the order of July 27, 1897, added 73 employees, bringing the number to 5,103, which has been increased considerably by growth of the service. By the amendments to the rules of July 27, 1897, 386 positions were excepted from competitive examination, and since that time the Department has designated a few additional positions as being entitled to exception.

#### INTERNAL-REVENUE SERVICE.

On May 7, 1895, clerks, storekeeper-gaugers, and gaugers in the Internal-Revenue Service were classified, and on May 6, 1896, the classification was extended to all

officers and employees above laborers and below confirmees of the Senate. Under the first order deputy collectors were not classified, and their omission made the application of the rules to this service largely nugatory. The second order had the effect of classifying the entire service within the limits fixed by the act. These orders brought into the classified service 2,939 employees. At present all deputy collectors of internal revenue who are borne on the rolls as such and the allowance for whose salaries is approved by the Secretary of the Treasury, storckkeepers and gaugers whose compensation does not exceed \$3 per day when actually employed and whose aggregate compensation shall not exceed \$500 per annum, and all persons holding positions in the Internal-Revenue Service in Alaska are excepted from examination. During the fiscal year ending June 30, 1903, there were connected with this Bureau throughout the United States 66 collectors, with salaries amounting to \$278,950; 804 deputy collectors, with salaries amounting to \$966,360; 137 clerks, with salaries amounting to \$156,270, and 12 janitors or messengers, with salaries amounting to \$6,000, making, in all, 1,019 employees, with salaries amounting to \$1,437,580. During the same year there were employed in the Bureau at Washington 285 officers, clerks, messengers, and laborers, with salaries amounting to \$372,358.42.

The latest revision of the rules, which went into effect on April 15, 1903, abolished the distinctions in regard to the five branches of the service, as they had all been similar in status since they were made subject to the general rules in 1896. The limits to which the classified service might be extended under the civil-service act had been technically reached by the orders of classification in 1896, but a virtual enlargement was secured by the new rules, which brought over 300 excepted positions into the competitive class.

Positions in the executive civil service are grouped under the rules as—

1. Unclassified.
2. Classified and subdivided as follows:
  - (a) Nonexcepted (*i. e.*, competitive).
  - (b) Excepted from competitive examination.

Entrance to nonexcepted (*i. e.*, competitive) positions may be in any of the following ways other than by competitive examination:

1. By reinstatement of former employees. (See Rule IX.)
2. By transfer, promotion, or reduction from another competitive position. (See Rule X.)
3. By temporary appointment without examination, if a position must be filled before the Commission can present the name of a person who has passed an appropriate examination.

Employees in an office at the time their positions were classified are said to have entered the classified service through classification, and are entitled to all the rights and benefits possessed by persons of the same class or grade appointed on examination, except that they may not be transferred without examination.

# STATISTICAL INFORMATION.

## I. EXAMINATIONS.

TABLE 1.—Showing, by place of examination, the number of examinations held for the Departmental (including Railway Mail and Indian) and Government Printing services and for the Philippine Service, the number of competitors, and the number that passed and that failed, during the year ended June 30, 1903.

State or Territory.	Number of examinations. <sup>a</sup>			Number of competitors.									
				Departmental and Government Printing services.						Philippine Service.			
				Passed.		Failed.				Passed.	Failed.		
	Scheduled.	Special.	Total.	Male.	Female.	Male.	Female.	Total.		Male.	Female.	Male.	Female.
Alabama	7	16	23	55	1	38	7	101	3		4		7
Arizona	4	16	20	14	4	6	1	25	1				1
Arkansas	8	11	19	78		65	2	147					
California	18	89	107	255	41	218	45	559	12		24	1	37
Colorado	13	29	42	80	5	51	6	142	4		6		10
Connecticut	8	48	56	128	2	56	3	183	4		2		6
Delaware	4	9	13	25		19		50					
District of Columbia	42	262	304	2,203	2,895	1,007	978	7,083	24	1	25	3	53
Florida	9	19	28	44	1	36	4	85					
Georgia	5	82	89	131	6	123	12	272	2	1	8	1	12
Hawaii	6	2	8	6		3		9					
Idaho	4	6	10	19	1	9		29	1		1		2
Illinois	14	103	117	449	33	281	24	787	22	1	25	4	52
Indiana	13	62	75	343	15	154	22	534	14		11		25
Indian Territory		3	3	11		12		23					
Iowa	14	49	63	228	15	101	12	356	6		7		13
Kansas	13	34	47	205	26	113	16	360	3		4		7
Kentucky	10	25	35	120	14	78	12	224	4		3		7
Louisiana	6	31	37	53	4	79	4	140			2		2
Maine	6	33	39	64	8	41	4	117		1	1		2
Maryland	4	20	24	314	48	140	33	535	4		2		6
Massachusetts	10	144	154	500	37	333	28	898	25		18		43
Michigan	16	48	64	237	17	112	17	383	1		6		9
Minnesota	11	60	71	163	15	133	9	320	4		4		8
Mississippi	6	5	11	40	1	26		67			1		1
Missouri	15	71	86	345	37	273	28	683	8	1	13	1	23
Montana	10	34	44	47	5	32	8	92	4		3		7
Nebraska	9	44	53	188	10	101	12	311	5		10		15
Nevada	4	4	8	18	1	5		24					2
New Hampshire	4	19	23	28		16		44					
New Jersey	5	4	9	58	2	25	2	87	1				1
New Mexico	4	8	12	5	3	10	5	23					
New York	28	211	239	1,255	86	716	114	2,171	25	1	33	4	63
North Carolina	12	22	34	85	7	49	6	147			4		4
North Dakota	8	21	29	39	1	20	1	61			1		1
Ohio	16	94	110	478	27	268	26	799	4	1			16
Oklahoma	4	29	33	72	13	74	9	168			3		3
Oregon	5	34	39	41	6	41	7	95	4	1	1	1	7
Pennsylvania	13	169	187	575	66	395	42	1,078	16		12		28
Philippine Islands													
Porto Rico	5	8	13	31		13		44					
Rhode Island	4	17	21	38	4	37	4	83	1				1
South Carolina	7	22	29	82	5	81	13	181					3
South Dakota	10	21	31	32	9	35	6	82			2		2
Tennessee	14	67	81	192	18	122	14	346	13				15
Texas	17	42	59	154	4	115	4	277	2		6	1	9

<sup>a</sup> Includes examinations for transfer, promotion, and reinstatement, as well as for original entrance.

TABLE 1.—*Showing, by place of examination, the number of examinations held for the Departmental (including Railway Mail and Indian) and Government Printing services and for the Philippine Service, the number of competitors, and the number that passed and that failed, during the year ending June 30, 1903—Continued.*

State or Territory.	Number of examinations, <sup>a</sup>			Number of competitors.									
				Departmental and Government Printing services.					Philippine Service.				
				Passed.		Failed.			Passed.		Failed.		
	Scheduled.	Special.	Total.	Male.	Female.	Male.	Female.		Male.	Female.	Male.	Female.	
Utah .....	4	18	22	21	2	34	10	67	1	....	1	....	2
Vermont .....	6	19	25	56	2	34	1	93	....	....	1	....	1
Virginia .....	7	72	79	116	20	99	11	246	3	....	2	....	5
Washington .....	10	73	83	128	12	86	8	234	7	....	6	3	16
West Virginia .....	6	12	18	46	6	24	7	83	....	....	....	....	....
Wisconsin .....	10	50	60	165	19	75	20	279	1	....	2	....	3
Wyoming .....	5	9	14	19	5	14	3	41	....	....	....	....	....
Total educational ..	500	2,350	2,850	10,079	3,567	6,022	1,600	21,268	229	8	274	19	530
Noneducational:													
Engineer Department at large .....				3,905	4	71	....	3,980	....	....	....	....	....
Government Hospital for the Insane .....				182	93	8	3	289	....	....	....	....	....
Immigration Service .....				20	9	....	....	29	....	....	....	....	....
Light-House Service .....				1,098	9	17	....	1,174	....	....	....	....	....
Navy-Yard Service .....				23,922	....	158	....	24,080	....	....	....	....	....
Ordnance Department at large .....				1,139	9	32	....	1,180	....	....	....	....	....
Public Health and Marine-Hospital Service .....				430	4	14	....	448	....	....	....	....	....
Secret Service .....				278	....	....	....	278	....	....	....	....	....
Miscellaneous .....				2,231	149	596	16	2,992	4	....	....	....	4
Total noneducational .....				33,205	280	946	19	34,450	4	....	....	....	4
Aggregate .....				43,284	3,847	6,968	1,619	55,718	233	8	274	19	534

<sup>a</sup> Includes examinations for transfer, promotion, and reinstatement, as well as for original entrance.







TABLE 3.—The number of persons examined for the Custom-House Service, and the number that passed and that failed, during the year ended June 30, 1903.

Location of office.	First grade.				Second grade.				Third grade.				Special. <sup>a</sup>				Summary.			
	Passed.		Failed.		Total.	Passed.		Failed.		Total.	Passed.		Failed.		Total.	Passed.	Failed.	Total.		
	Male.	Female.	Male.	Female.		Male.	Female.	Male.	Female.		Male.	Female.	Male.	Female.						
Baltimore, Md.	34	3	18	...	55	22	...	4	...	26	2	1	...	39	31	...	39	131	159	
Boston, Mass.	196	8	52	3	199	132	...	26	...	154	3	17	1	175	69	...	70	562	100	
Buffalo, N. Y.	17	...	12	...	29	4	...	1	...	6	...	...	...	9	7	...	12	54	54	
Burlington, Vt.	10	1	8	...	19	4	...	...	...	1	...	...	...	1	6	...	6	22	9	
Chicago, Ill.	61	2	23	1	77	23	...	5	...	28	...	11	...	35	25	...	32	125	47	
Cincinnati, Ohio	23	...	8	...	31	11	...	1	...	12	...	3	...	11	3	...	3	45	12	
Cleveland, Ohio	15	2	6	...	23	1	...	...	...	6	...	...	...	6	35	...	42	59	13	
Detroit, Mich.	7	...	6	...	13	6	...	...	...	1	2	...	...	3	...	...	16	6	22	
Honolulu, H. I.	13	...	9	...	22	7	...	5	...	12	...	1	...	25	3	...	12	47	71	
New Orleans, La.	22	2	11	...	35	38	...	23	...	61	42	2	23	67	17	...	98	191	...	
Newport News, Va.	19	...	6	...	25	...	...	...	...	...	7	...	...	9	13	...	13	38	10	
New York, N. Y.	268	...	179	...	447	955	...	100	...	1,055	718	...	88	806	34	...	159	492	2,467	
Philadelphia, Pa.	62	...	34	...	96	98	...	18	...	116	82	3	21	106	35	...	43	280	361	
Pittsburg, Pa.	10	...	4	...	14	...	...	...	...	...	...	...	...	...	...	...	...	10	14	...
Plattsburg, N. Y.	8	...	2	...	10	...	...	...	...	...	...	...	...	...	...	...	...	5	12	...
Portland, Oreg.	9	2	2	...	13	6	...	...	...	6	16	...	...	16	30	...	32	63	4	
Port Townsend, Wash.	23	...	9	...	32	1	...	...	...	4	43	...	1	44	17	...	17	84	10	
St. Louis, Mo.	18	4	11	...	33	5	...	1	...	6	2	...	1	8	7	...	36	13	49	
St. Paul, Minn.	13	2	5	...	21	...	...	...	...	...	...	...	...	...	2	...	13	19	36	
San Francisco, Cal.	64	1	15	1	81	65	...	6	...	71	32	2	6	40	73	...	76	17	31	
San Juan, P. R. <sup>b</sup>	2	...	9	...	11	1	...	3	...	4	2	...	3	5	2	...	2	7	22	
Tampa, Fla.	11	...	5	...	16	4	...	...	...	4	5	1	...	6	16	...	26	37	15	
Total for principal offices	835	27	434	6	1,302	1,383	...	193	...	1,576	1,209	15	181	1	1,406	431	...	640	2,900	4,924
For other offices	236	10	142	3	391	36	...	11	1	48	76	15	15	...	107	156	...	203	529	749
Grand total	1,071	37	576	9	1,693	1,419	...	204	1	1,624	1,285	30	197	1	1,513	587	...	843	4,429	5,673

<sup>a</sup> See Table 7 for kinds of examination.<sup>b</sup> Competitors at this office were examined in the subject of Spanish translation in addition to the usual subjects of the first, second, and third grade examinations.

TABLE 4.—The number of persons examined for the Internal-Revenue Service, and the number that passed and that failed, during the year ended June 30, 1903.

Location of office.	Passed.		Failed.		Total.	Location of office.	Passed.		Failed.		Total.
	Male.	Female.	Male.	Female.			Male.	Female.	Male.	Female.	
Albany, N. Y.	8		2		10	Louisville, Ky.	6		12		18
Alexandria, Va.	2		2		4	Madison, Wis.	4		1		5
Asheville, N. C.	2		10		12	Milwaukee, Wis.	5		3		8
Atlanta, Ga.	3		3		6	Nashville, Tenn.	9		13		22
Austin, Tex.	1				1	Newark, N. J.	1				1
Baltimore, Md.	36		22		58	New Orleans, La.	13		12		25
Birmingham, Ala.	1		4		5	New York, N. Y.:					
Boston, Mass.	10		1		11	Second district					
Bristol, Tenn.	3		3		6	Third district					
Brooklyn, N. Y.	19		5		24	Omaha, Nebr.	7		5		12
Burlington, Iowa	2				2	Owensboro, Ky.	6	3			18
Camden, N. J.			2		2	Parkersburg, W. Va.					
Chicago, Ill.	8		2		10	Peoria, Ill.	33	1	11		45
Chillicothe, Ohio	3				3	Philadelphia, Pa.	11		6		17
Cincinnati, Ohio	18		3		21	Pittsburg, Pa.	14		11		25
Cleveland, Ohio	6		4		10	Portland, Oreg.	3				3
Columbia, S. C.	2		9		11	Portsmouth, N. H.	1				1
Covington, Ky.	13		11		24	Raleigh, N. C.			1		1
Dallas, Tex.						Richmond, Va.	2		1		3
Danville, Ky.	18		8		26	Rochester, N. Y.	5		1		6
Denver, Colo.	3		1		5	Sacramento, Cal.	1				1
Detroit, Mich.	2		1		3	St. Louis, Mo.	4				4
Dubuque, Iowa	2				2	St. Paul, Minn.	1				1
East St. Louis, Ill.	1		1		2	Salt Lake City, Utah	4		1		5
Grand Rapids, Mich.	1				1	San Francisco, Cal.	14		2		16
Hartford, Conn.	2		2		4	Santa Fe, N. Mex.					
Honolulu, H. I.	4		3		7	Scranton, Pa.	4	1	1		6
Jacksonville, Fla.	1				1	Springfield, Ill.	9		1		10
Kansas City, Mo.	3		2		6	Syracuse, N. Y.	4		1		5
Lancaster, Pa.	3		1		4	Terre Haute, Ind.	18		3		21
Lawrenceburg, Ind.	8		5		13	Toledo, Ohio	3				3
Leavenworth, Kans.	2		2		4						
Lexington, Ky.	10	1	15		26	Total	381	6	220	2	609
Little Rock, Ark.	2		1		3						

TABLE 5.—The number of persons examined for the Post-Office Service, and the number that passed and that failed, during the year ended June 30, 1903.

Location of office.	Passed.			Failed.			Aggregate.
	Male.	Female.	Total.	Male.	Female.	Total.	
Albany, N. Y.	10		10	10		10	20
Allegheny, Pa.	43	4	47	41	2	43	90
Atlanta, Ga.	108	23	131	78		78	209
Baltimore, Md.	250	13	263	112	1	113	376
Boston, Mass.	805	32	837	245	3	248	1,085
Bridgeport, Conn.	12	7	19	13		13	32
Brooklyn, N. Y.	436	31	467	247	6	253	720
Buffalo, N. Y.	233	7	240	72	2	74	314
Camden, N. J.	15		15	13		13	28
Charleston, S. C.	3	6	9	4		4	13
Chicago, Ill.	778	151	929	617	30	647	1,576
Cincinnati, Ohio	273	10	283	109	1	110	393
Cleveland, Ohio	229	5	234	80	1	81	315
Columbus, Ohio	61	1	62	20		20	82
Dayton, Ohio	37		37	16		16	53
Denver, Colo.	102	17	119	45	1	46	165
Des Moines, Iowa	89	3	92	36	2	38	130
Detroit, Mich.	138	10	148	49		49	197
Duluth, Minn.	25	2	27	39		39	66
Elizabeth, N. J.	15	1	16	9	1	10	26
Erie, Pa.	20	6	26	8		8	34
Evansville, Ind.	12		12	6		6	18
Fall River, Mass.	31		31	7		7	38
Grand Rapids, Mich.	29	5	34	12		12	46
Harrisburg, Pa.	19		19	8		8	27
Hartford, Conn.	32	1	33	11		11	44
Hoboken, N. J.	14		14	15		15	29
Indianapolis, Ind.	104	8	112	25		25	137
Jersey City, N. J.	38	1	39	27		27	66
Kansas City, Kans.	24	4	28	19	1	20	48

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TABLE 5.—The number of persons examined for the Post-Office Service, and the number that passed and that failed, during the year ended June 30, 1903—Continued.

Location of office.	Passed.			Failed.			Aggregate.
	Male.	Female.	Total.	Male.	Female.	Total.	
Kansas City, Mo.	165	54	219	77	10	87	306
Lawrence, Mass.	25		25	5		5	30
Los Angeles, Cal.	121	16	137	53	5	58	195
Louisville, Ky.	74	11	85	57	1	58	143
Lowell, Mass.	35		35	15		15	50
Lynn, Mass.	15	2	17	7		7	24
Manchester, N. H.	15		15	2		2	17
Memphis, Tenn.	32	2	34	47	2	49	83
Milwaukee, Wis.	85	8	93	53	2	55	148
Minneapolis, Minn.	85	8	93	24		24	117
Nashville, Tenn.	84	2	86	22	1	23	59
Newark, N. J.	89	4	93	71	1	72	165
New Bedford, Mass.	10	1	11	11		11	22
New Haven, Conn.	53	2	55	17		17	72
New Orleans, La.	93	10	103	110	2	112	215
New York, N. Y.	1,114	84	1,148	698	7	705	1,853
Oakland, Cal.	34	5	39	13	1	14	53
Omaha, Nebr.	29	15	44	14	8	22	66
Paterson, N. J.	28		28	21		21	49
Peoria, Ill.	1		1				1
Philadelphia, Pa.	406	82	488	354	27	381	869
Pittsburg, Pa.	128	22	150	100	3	103	253
Portland, Me.	38	8	46	19		19	65
Portland, Oreg.	77	8	85	23		23	108
Providence, R. I.	52	1	53	14	1	15	68
Reading, Pa.	17		17	2		2	19
Richmond, Va.	24	1	25	21		21	46
Rochester, N. Y.	98	2	100	19		19	119
Salt Lake City, Utah	13		13	7		7	20
St. Joseph, Mo.	24	2	26	11	1	12	38
St. Louis, Mo.	253	38	291	214	12	226	517
St. Paul, Minn.	59	20	79	29	2	31	110
San Antonio, Tex.	24	9	33	12	1	13	46
San Francisco, Cal.	98	27	125	30	4	34	159
Savannah, Ga.	11	1	12	19		19	31
Scranton, Pa.	65	3	68	25		25	98
Seattle, Wash.	28	13	41	10		10	51
Springfield, Mass.	35	1	36	6		6	42
Syracuse, N. Y.	80		80	22	1	23	103
Toledo, Ohio	73	7	80	21		21	101
Trenton, N. J.	18	2	20	13		13	33
Troy, N. Y.	16		16	7		7	23
Utica, N. Y.	14		14	15		15	29
Washington, D. C.	154	101	255	59	11	70	325
Wilkesbarre, Pa.	28	8	36	8		8	44
Wilmington, Del.	2		2	1		1	3
Worcester, Mass.	114	3	117	22		22	139
Total clerk-carrier, for cities of more than 50,000 inhabitants.	8,071	881	8,952	4,393	154	4,547	13,499
For cities of less than 50,000 inhabitants.	5,810	1,006	6,816	3,319	167	3,486	10,302
Total clerk-carrier	13,881	1,887	15,768	7,712	321	8,033	23,801
Specials:							
Carrier, Rural Free Delivery Service	19,212	212	19,424	3,212	84	3,296	22,720
Carrier, marine—							
Detroit, Mich.	6		6	7		7	13
Clerk, Polish—							
Detroit, Mich.	3		3	8		8	11
Total specials	19,221	212	19,433	3,227	84	3,311	22,744
Aggregate	33,102	2,099	35,201	10,939	405	11,344	46,545

TABLE 6.—The number of persons examined for transfer, promotion, and reinstatement, and the number that passed and that failed, during the year ended June 30, 1903.

Branch of service.	Promotion.					Reinstatement.				
	Passed.		Failed.		Total.	Passed.		Failed.		Total.
	Male.	Female.	Male.	Female.		Male.	Female.	Male.	Female.	
Departmental.....	138	41	143	23	345	.....	1	1	.....	2
Government Printing.....	450	.....	143	.....	593	1	.....	.....	.....	1
Custom-House.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Internal-Revenue.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Post-Office.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	588	41	286	23	938	1	1	1	.....	3

Branch of service.	Transfer.					Summary.				
	Passed.		Failed.		Total.	Passed.		Failed.		Total.
	Male.	Female.	Male.	Female.		Male.	Female.	Male.	Female.	
Departmental.....	162	16	126	10	314	300	58	270	33	661
Government Printing.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Custom-House.....	5	.....	2	.....	7	456	.....	145	.....	601
Internal-Revenue.....	2	.....	.....	.....	2	2	.....	.....	.....	2
Post-Office.....	15	4	1	.....	20	15	4	1	.....	20
Total.....	184	20	129	10	343	773	62	416	33	1,284

See Table 7 for kinds of examination.

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1903.

Kind of examination.	Number of examinations.	Examined.		Passed.		Per cent that passed.			Appointed.		
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
Departmental Service:											
With educational test—											
Acting assistant surgeon, Coast and Geodetic Survey	11	16		16	12		75		3		3
Acting assistant surgeon, Public Health and Marine-Hospital Service	22	45		45	23		51		7		7
Aid, Coast and Geodetic Survey	2	2		2	1		50		17		17
Aid, Division of Geology	2	5		5	1		20		2	1	3
Aid, Division of Mollusks	2	5		5	1		20		1		1
Aid in herpetology, Smithsonian Institution.	5	8		8	2		25		1		1
Aid in zoology, Smithsonian Institution.	40	179	1	180	144	1	145	80	17	17	17
Apprentice	6	6		6	3		50	100	4		4
Architectural designer	14	16	10	26	3		19	20			
Artist and draftsman	18	26		26	10		38				
Assayer, Mint Bureau.	32	59	2	61	32	1	52	50		1	1
Assistant											
Assistant, Dairy Division	16	15	3	18	5		33		1		1
Assistant, Nautical Almanac Office.	1	4		4	4		100		4		4
Assistant, Road Material Laboratory	6	6		6	2		33		25		25
Assistant, Soil Survey.										1	
Assistant in pathology									2	2	2
Assistant in physiology									2	2	2
Assistant biologist.	5	5	1	6	3		60	50			
Assistant chemist, Treasury Department	12	18		18	9		50	50			
Assistant chief, Dairy Division	20	20		20	7		35		1		1
Assistant curator.									2	2	2
Assistant custodian.	1	7		7	2		29		1		1
Assistant electrical engineer.	5	5		5	1		20				
Assistant engineer (hydrographer).									1		1
Assistant examiner, Patent Office									49		49
Assistant geologist.									3		3
Assistant physicist.											
Assistant telephone operator.	20	27		27	24		89	89			
Assistant topographer.	19	45	16	61	29	15	64	94			
Attendant and skilled photographer, Military Academy	32	62		62	21		34	34	19		19
Bookkeeper	22	25	1	26	2		8	8	1		1
Book typewriter	59	415	28	443	177	11	188	43	90	2	92
Botanical assistant in agronomy.									1	11	12
Botanical clerk, National Museum.									1		1
Botanist in charge of grain investigations.	6	6	4	9	8	1	4	25	1	1	2
Cadet, Revenue-Cutter Service.	24	45		45	20		44	44	20		20







[illegible]

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1903—Continued.

Kind of examination.	Number of examinations.		Examined.		Passed.		Per cent that passed.		Appointed.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Departmental Service—Continued.										
With educational test—Continued.										
Record and Identification clerk										
Register and Receiver's clerk										
Scientific aid, Department of Agriculture	24	4	28		18	3	21	75	16	3
Scientific assistant, Department of Agriculture	50	6	56		39	5	44	78	14	
Scientific assistant, Fish Commission	6		6		4		4	67	1	
Secretary, National Bureau of Standards	45	2	47		7		7	15	1	
Seed clerk, Department of Agriculture	7		7		5		5	71	34	1
Skilled laborer to number specimens	19		19		11		11	58		
Skilled mechanic, Weather Bureau	6		6		5		5	83		
Skilled woodworker										
Special laborer qualified as blue printer	15		15		11		11	42	3	
Slate Department clerk	420	206	626		67		67	33	2	
Stenographer	154	853	1,007		168		168	26	103	45
Stenographer and typewriter	195	345	540		88		88	21	1	
Steward and storekeeper	28	35	63		9		9	26	1	
Subtreasury service—										
Schedule A	6	43	49		7		7	16	7	
Schedule B	4	130	134		57		57	44	6	
Schedule C	2	147	149		2		2	100	2	
Watchman	1	4	5		2		2	50		
Superintendent of construction	17	25	42		15		15	60	11	
Tagger, Bureau of Animal Industry	104	875	979		747		747	85	84	
Telephone										
Telephone switchboard operator	1	19	20		17		17	89	1	
Trainmaster										
Translator—										
Danish	5		5		4		4	80		
French	14	17	31		10		10	59		
German	14	20	34		9		9	45		
Italian	5	6	11		1		1	20	4	
Japanese	14	22	36		7		7	82		
Spanish	14	22	36		7		7	82		
Swedish	3	6	9		3		3	100		
Translator and bibliographer	153	412	565		219		219	67	118	2
Typewriter										
Videographer	126	524	650		409		409	53	15	
Watchman	1	11	12		11		11	100	33	
Watchman, Naval Academy	13	14	27		5		5	100		
Watch officer, Coast and Geodetic Survey										
Total educational, Departmental Service	4,008	14,725	18,733		8,809		8,809	52	3,737	4,162

Without educational test—  
Engineer Department at large—

Blacksmith.....	79	79	78	78	59	59	42	42
Blacksmith's helper.....	4	4	4	4	100	100	2	2
Boatman.....	79	79	79	79	100	100	40	40
Boiler-maker.....	12	12	12	12	100	100	1	1
Brakeman.....	10	10	10	10	100	100	8	8
Bricklayer.....	1	1	1	1	100	100	24	24
Brickmason.....	97	97	97	97	99	99	100	100
Bridge-tender.....	7	7	7	7	100	100	100	100
Calker.....	53	53	51	51	96	96	47	47
Carpenter.....	574	574	570	570	99	99	401	401
Carpenter, ship.....	60	60	60	60	100	100	22	22
Carpenter's helper.....	4	4	4	4	78	78	1	1
Cement finisher.....	2	2	2	2	100	100	100	100
Cement worker.....	7	7	7	7	100	100	7	7
Chainman.....	1	1	1	1	100	100	100	100
Concrete and cement worker.....	1	1	1	1	100	100	100	100
Cook.....	91	91	91	91	100	100	53	53
Cranesman.....	9	9	9	9	100	100	5	5
Custodian.....	1	1	1	1	100	100	1	1
Dam tender.....	9	9	9	9	100	100	2	2
Deck hand.....	8	8	8	8	100	100	8	8
Diver.....	3	3	3	3	100	100	4	4
Diver's helper.....	1	1	1	1	100	100	2	2
Diver tender.....	1	1	1	1	100	100	4	4
Dredge hand.....	3	3	3	3	100	100	2	2
Dredge runner.....	1	1	1	1	100	100	4	4
Dredge tender.....	1	1	1	1	100	100	17	17
Electrician.....	46	46	45	45	98	98	80	80
Engineer.....	135	135	133	133	99	99	1	1
Engineer, assistant.....	30	30	30	30	100	100	100	100
Engineer, chief.....	40	40	39	39	98	98	100	100
Engineer, dredge.....	4	4	4	4	100	100	100	100
Engineer, dredge, hydraulic.....	1	1	1	1	100	100	100	100
Engineer, locomotive.....	1	1	1	1	100	100	100	100
Engineer, marine.....	7	7	7	7	100	100	100	100
Engineer and machinist.....	1	1	1	1	100	100	100	100
Engineman.....	289	289	284	284	98	98	191	191
Fireman.....	25	25	25	25	100	100	11	11
Fireman, assistant.....	2	2	2	2	100	100	1	1
Fixturer.....	185	185	183	183	99	99	132	132
Foreman.....	3	3	3	3	100	100	100	100
Foreman brickmason.....	8	8	8	8	100	100	100	100
Foreman carpenter.....	9	9	9	9	89	89	100	100
Foreman laborer.....	1	1	1	1	100	100	100	100
Foreman mason.....	1	1	1	1	100	100	100	100
Foreman painter.....	1	1	1	1	100	100	100	100
Foreman plasterer.....	2	2	2	2	100	100	100	100
Foreman plumber.....	2	2	2	2	100	100	100	100
Foreman quarryman.....	1	1	1	1	100	100	100	100
Fortkeeper.....	1	1	1	1	100	100	100	100
Gardener.....	3	3	3	3	100	100	100	100

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1908—Continued.

Kind of examination.	Number of examinations.	Examined.		Passed.		Per cent that passed.			Appointed.	
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Departmental Service—Continued.										
Without educational test—Continued.										
Engineer Department at large—Continued.										
Gardener and florist.....	1			1	1		100			14
Gauge observer.....	12		1	13	12		100			100
Gauge reader.....	1			1	1		100			100
Helper.....	19			19	19		100			18
Hostler.....	2			2	2		100			1
Inspector.....	316			316	306		97	209		209
Inspector of building.....	1			1	1		100			1
Inspector of dredging.....	4			4	3		75			75
Inspector of fuel.....	1			1	1		100			106
Inspector of masonry.....	1			1	1		100			100
Inspector of stone.....	1			1	1		100			100
Inspector, machinist, and pipe fitter.....	1			1	1		100			1
Inspector-overseer.....	78			78	75		96			96
Ironworker.....	13			13	13		100			100
Ironworker's helper.....	13			13	13		100			6
Janitor.....	2			2	2		100			1
Laborer.....	2			2	2		100			3
Leadman.....	23			23	23		100			14
Light keeper.....	3			3	3		100			3
Lithographer.....										
Lockman.....	168			168	160		95			77
Lock master.....	43			43	41		95			11
Lock tender.....	1			1	1		100			21
Machinist.....	34			34	33		97			2
Machinist's helper.....	5			5	5		100			52
Mason.....	60			60	58		97			24
Master.....	76			76	75		99			100
Master of dredge.....	7			7	7		100			100
Master of snagboat.....	3			3	3		100			100
Master and pilot.....	19			19	19		100			100
Mate.....	34			34	34		100			33
Mate of dredge.....	8			8	8		100			103
Mate and pilot.....	1			1	1		100			103
Mechanic.....	11			11	11		100			10
Messenger.....	43			43	47		98			14
Messenger and porter.....	4			4	4		100			103
Messenger boy.....	1			1	1		100			1
Molder.....	1			1	1		100			100
Motorman.....	4			4	4		100			1
Overseer.....	57			57	57		100			44



TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1903—Continued.

Kind of examination.	Number of examinations.		Examined.		Passed.		Per cent that passed.		Appointed.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Departmental Service—Continued.										
Without educational test—Continued.										
Light-House Service—Continued.										
Carpenter, ship	1		1		1		100			
Carpenter's helper	4		4		4		100		2	
Concrete finisher	1		1		1		100			2
Cook	2		2		2		100		1	
Cook's helper	1		1		1		100			1
Engineer	21		21		18		86		7	
Engineer, assistant	23		23		22		96		9	
Engineer, hoisting	2		2		2		100		1	
Engineer, marine	2		2		2		100			1
Foreman	3		3		3		100		1	
Inspector of granite	2		2		2		100			1
Keeper	167	8	170	8	154	3	90	100	12	
Keeper for beacon lights	21		21		18		86			12
Keeper, assistant	559	6	565	6	532	6	94	100	138	
Laborer	116		116		116		100		26	
Machinist	17		17		17		100		6	
Machinist's helper	1		1		1		100		1	
Mason	18		18		16		89		12	
Master	16		16		14		88		2	
Mate	37		37		37		100		12	
Mate, second	8		8		8		100		4	
Painter	12		12		12		100		6	
Pilot	3		3		3		100			5
Plumber	2		2		2		100			
Quarryman	5		5		5		100			
Rigger	1		1		1		100			
Ship keeper									1	
Slater	1		1		1		100			1
Storekeeper	4		4		4		100			
Superintendent	12		12		10		83		8	
Superintendent of boilers and machinery	4		4		4		100			
Superintendent of building construction	1		1		1		100			
Thames	1		1		1		100			
Watchman	4		4		4		100			
Navy Yard Service—										
Mechanical trades, etc.										
Ordnance Department at large	24,080		24,080		23,922		99		14,080	
Assistant in experimental firings	7		7		7		100		6	

a Statistics for this service have not been given heretofore.





TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1903—Continued.

Kind of examination.	Number of examinations.		Examined.		Passed.		Per cent that passed.		Appointed.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Departmental Service—Continued.										
Without educational test—Continued.										
Ordinance Department at large—Continued.										
Painter.....	38		38		38		100		18	
Plater.....	8		8		8		100		2	
Plumber.....	1		1		1		100			
Polisher.....	6		6		6		100		4	
Printer.....	76		76		72		95		51	
Profiler.....	2		2		2		100		1	
Punch-press operator.....	12		12		9		75		1	
Rigger.....	1		1		1		100			
Rope spinner.....	2		2		2		100		1	
Rotary filer.....	1		1		1		100			
Saddler.....	1		1		1		100			
Screw maker.....	8		8		8		100		5	
Screw maker, automatic.....	8		8		8		100			
Screw maker, hand.....	7		7		6		86			
Seamstress.....		9		9		9	100		9	
Skilled laborer.....	34		34		34		100		12	
Steam and gas fitter.....	7		7		5		71		3	
Stocker.....	11		11		10		91			
Stonecutter.....	2		2		2		100			
Storehouse keeper.....	1		1		1		100		1	
Teamster.....	5		5		5		100		4	
Tinsmith.....	26		26		26		100		20	
Tool grinder.....	8		8		8		100		1	
Tool maker.....	78		78		71		91		49	
Watchman.....	15		15		15		100		5	
Wheel tender.....									2	
Wireman.....	13		13		13		100		5	
Public Health and Marine-Hospital Service—										
Attendant.....	444		448		430		97		353	
Secret Service.....									4	359
Operative.....	278		278		278		100			
Miscellaneous.....										
Assistant cook.....		1		1			100			
Assistant engineer.....	3		3		3		100		1	
Assistant janitor.....	26		26		19		73		2	
Assistant janitor-watchman.....									1	
Baker.....	20		27		15		56		8	
Beit maker.....	1		1		1		100		9	
Blacksmith.....	68		56		51		88		18	



TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1903—Continued.

Kind of examination.	Number of examinations.	Examined.		Passed.		Per cent that passed.		Appointed.					
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.			
Departmental Service—Continued. Without educational test—Continued. Miscellaneous—Continued.													
	Leather worker.....	24		24	21		21	88		88	1	1	
	Lithographic pressman.....	1		1	1		1	100		100			
	Lock expert.....	3		3	2		2	67		67	1	1	
	Lock fitter.....	1		1	1		1	100		100	1	1	
	Machinist.....	85		85	77		77	91		91	9	9	
	Machinist and instrument maker.....	4		4	4		4	100		100			
	Mason.....	9		9	9		9	100		100	2	2	
	Master.....	10		10	9		9	90		90	4	4	
	Master and pilot.....	20		20	20		20	100		100	1	1	
	Mate.....	7		7	6		6	86		86	3	3	
	Miller.....	1		1	1		1	100		100	1	1	
	Nurseryman.....	1		1	1		1	100		100			
	Oiler.....	5		5	4		4	80		80			
	Packer.....	3		3	3		3	100		100	2	2	
	Painter.....	62		62	59		59	95		95	12	12	
	Pilot.....	9		9	7		7	88		88	1	1	
	Pipe fitter.....	1		1	1		1	100		100			
	Plate cleaner.....	74		74	62		62	84		84	63	63	
	Plate printer.....	59		59	56		56	95		95	16	16	
	Plumber.....	7		7	7		7	100		100	2	2	
	Repairman.....	26		26	17		17	65		65	7	7	
	Rodman.....	3		3	3		3	100		100			
	Roller maker.....	1		1	1		1	100		100			
	Saddler.....	3		3	3		3	100		100	1	1	
	Sailmaker.....	3		3	3		3	100		100	1	1	
	Sawyer.....	2		2	2		2	100		100	1	1	
	Sewer.....	53		53	10		10	72		72	4	4	
	Shoe and harness maker.....		40			33		43		83		3	3
	Shoemaker.....	6		6	4		4	67		67			
Steam fitter.....	9		9	8		8	89		89				
Steam fitters' helper.....	1		1	1		1	100		100	1	1		
Stone mason.....	1		1	1		1	100		100				
Surfman, Life-Saving Service.....	695		695	566		566	80		80	249	249		
Surveyman.....	13		13	10		10	72		72	1	1		
Tailor.....										4	4		
Telephone lineman.....	1		1	1		1	100		100				
Tinner.....	6		6	6		6	100		100	2	2		
Tinner and plumber.....	2		2	2		2	100		100				
Tool maker.....	2		2	2		2	100		100				
Transferer.....	3		3	2		2	67		67				

Watchman, Custodian Service.....	144	299	34,450	33,205	98	280	33,485	97	96	97	68	24	24
Watchman, Subtreasury Service.....	57	.....	57	43	47	.....	43	75	.....	75	.....	2	2
Watchman-laborer.....	25	.....	25	13	25	.....	13	52	.....	52	.....	2	2
Wheelwright.....	17	.....	17	11	11	.....	11	65	.....	65	.....	9	9
Wheaman.....	26	.....	26	20	20	.....	20	77	.....	77	.....	2	2
Wood worker.....	4	.....	4	3	3	.....	3	75	.....	75	.....	1	1
Total noneducational, departmental service.....	34,151	299	34,450	33,205	98	280	33,485	97	96	97	68	18,446	18,597
Total for entrance to departmental service.....	4,008	3,249	52,125	42,074	1,808	43,882	86	56	56	84	22,188	546	22,739
Promotion—													
With educational test—													
Assistant biologist.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Assistant engineer.....	43	157	40	197	64	23	87	41	58	44	142	19	161
Assistant immigrant inspector.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Assistant teller, Subtreasury Service.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Clerk, Schedule A, Subtreasury Service.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Clerk and stenographer.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Day watchman and coin counter.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Disciplinarian.....	2	.....	2	2	2	.....	2	100	.....	100	.....	2	2
Draftsman, Engineer Office, War Department.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Draftsman, copyist mechanical.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Draftsman, hydrographic.....	3	.....	3	3	3	.....	3	67	.....	67	.....	2	2
Dynamo tender.....	3	.....	3	3	3	.....	3	75	.....	75	.....	3	3
Editorial clerk.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Electrician.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Engineer and carpenter.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Farmer and sawyer.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Industrial teacher.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Inspector of materials.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Instrument man.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Interpreter.....	4	.....	4	4	4	.....	4	75	.....	75	.....	2	2
Junior civil engineer.....	8	.....	8	8	8	.....	8	75	.....	75	.....	7	7
Matron.....	4	.....	4	4	4	.....	4	75	.....	75	.....	1	1
Mint and Assay Service—													
Schedule C.....	4	2	4	6	1	3	4	50	75	67	1	1	1
Schedule D.....	1	1	1	1	1	1	1	100	.....	100	.....	1	1
Post-office inspector.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Pressman.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Seamstress.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Silk culturist.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Special agent, Treasury Department.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Stenographer and typewriter.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Stock examiner.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Superintendent of machinery.....	18	70	70	34	34	.....	34	49	.....	49	.....	16	16
Teacher.....	18	3	19	4	4	.....	4	50	73	63	4	7	11
Trained nurse.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1
Typewriter.....	2	.....	2	2	2	.....	2	100	.....	100	.....	1	1
Watchman.....	1	.....	1	1	1	.....	1	100	.....	100	.....	1	1

TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1903—Continued.

Kind of examination.	Number of examinations.	Examined.		Passed.		Per cent that passed.		Appointed.	
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.
Departmental Service—Continued.									
Promotion—Continued.									
Without educational test—									
Assistant engineer	3	3		3	3	100	100	2	2
Assistant fireman	1	1		1	1	100	100		
Electrician									
Elevator conductor	1	1		1	1	100	100	1	1
Engineer	2	2		2	2	100	100	2	2
Fireman	1	1		1	1	100	100		
Foreman of stable	1	1		1	1	100	100	1	1
Machinist	2	2		2	2	100	100	2	2
Machinist, refrigerating									
Messenger	1	1		1	1	100	100	1	1
Skilled mechanic									
Skilled vault, safe, and lock workman	1	1		1	1	100	100	1	1
Transferer									
Watchman-fireman	1	1		1	1	100	100	1	1
Reinstatement—									
With educational test—									
Assistant engineer	1	1		1	1	100	100		
Field matron	1		1	1		100	100		
Transfer—									
With educational test—									
Assistant engineer, Geological Survey	1	1		1	1	100	100		
Assistant immigrant inspector									
Assistant superintendent of registry system	2	2		2	2	50	50	1	1
Book keeper									
Captain of the watch	1	1		1	1	100	100	1	1
Chinese inspector	1	1		1	1	100	100		
Clerk	65	65	16	81	40	13	81	64	35
Compositor	1	1		1	1	100	100	1	1
Day watchman and coin counter	1	1		1	1	100	100	2	2
Draftsman, hydrographic	2	2		2	2	100	100		
Immigrant inspector	9	9		9	7	78	78	8	8
Industrial teacher	2	2		2	2	100	100		
Inspector of materials	2	2		2	2	50	50		
Irrigation assistant									
Irrigation engineer	1	1		1	1	100	100	1	1
Junior civil engineer	1	1		1	1	100	100	2	2
Matron	3	3	1	4				1	1
Messenger	1	1		1	1	100	100		
Photographer	1	1		1	1	100	100	1	1



TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1908—Continued.

Kind of examination.	Number of examinations.	Examined.		Passed.		Per cent that passed.			Appointed.		
		Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	
Custom-House Service—Continued.											
Special—Continued.											
Examiner of general merchandise.	25			25	7					28	11
Examiner of passengers' baggage.	139			139	16					12	
Examiner of tea.	15			15	2					13	
Inspector of live stock.	12			12	7					58	
Janitor.	1			1	1					100	1
Mounted Inspector.	33			33	27					82	13
Opener and packer.	551			551	472					86	48
Weighter and gauger.	18			18	10					56	1
Total for entrance to Custom-House Service.	5,595	78		5,673	4,862	67	4,429	89	78	386	7
Promotion—											
First grade.	30			30	14					47	13
Second grade.	5			5	5					100	8
Class E.	81			81	48					59	38
Class 1.	149			149	112					75	33
Class 2.	60			60	54					90	20
Class 3.	57			57	42					74	17
Class 4.	44			44	28					64	14
Examiner of general merchandise.	8			8	4					50	4
Examiner of sugar.	2			2	2					100	1
Examiner of tobacco.	1			1	1					100	1
Inspector.	149			149	135					91	6
Polariscopist.	1			1	1					100	1
Storekeeper.	3			3	1					33	2
Superintendent.	2			2	2					100	2
Teller.	1			1	1					100	1
Reinstatement—											
Opener and packer.	1			1	1					100	1
Transfer.											
First grade.	6			6	4					67	4
Examiner of general merchandise.	1			1	1					100	
Total, Custom-House Service.	251	6,196	78	6,274	4,818	67	4,885	89	78	563	7
Internal Revenue Service:											
For entrance.	601			609	381					64	121
For transfer.	2			2	2					100	2
Total, Internal Revenue Service.	86	603	8	611	383	6	389	64	75	64	123

<b>Post-Office Service:</b>										
Clerk-carrier.....	21,593	2,208	23,801	13,881	1,887	15,768	64	85	65	6,228
Carrier marine.....	13		13	6			46	46	46	150
Carrier rural.....	22,424	296	22,720	19,212	212	19,424	86	86	85	11
Clerk, Polish.....	11		11	3		3	27	27	27	9,761
Total for entrance to the Post-Office Service.....										
Transfer (clerk-carrier).....	44,041	2,504	46,545	38,102	2,099	35,201	75	83	76	16,189
	16	4	20	15	4	19	94	100	95	4
Total, Post-Office Service.....	1,592	2,508	46,565	38,117	2,103	35,220	75	84	76	16,159
Total, all branches of the classified service.....	6,226	8,151	109,829	81,902	6,081	87,988	81	75	80	39,404
<b>Philippine Service:</b>										
Architectural draftsman.....	1	2	2	2		2	200		100	
Assistant.....	38	89	1	90	1	42	46	100	47	24
Assistant head, Bureau of Agriculture <sup>b</sup> .....										1
Assistant anthropologist.....										1
Auditing clerk.....	1		1							6
Bookbinder.....	20	26	27	23	1	24	84	100	89	2
Bookkeeper.....	37	74	76	31		31	42		41	12
Cabinetmaker.....	2		2	2		2	100		100	2
Chemical-mineralogic investigator <sup>c</sup> .....	1		1	1		1	100		100	1
Chemist, analytical.....										1
Chemist, physiological.....										1
Civil and electrical engineer.....	2	2	2	1		1	50		50	1
Collector, forest botany.....	1	1	1	1		1	100		100	1
Compositor.....	25	40	41	36	1	37	90	100	90	6
Compositor and translator.....	1	1	1	1		1	100		100	1
Custom-House Service, second grade.....										6
Disbursing clerk.....	4	4	4	3		3	75		75	1
Draftsman, junior architectural.....										1
Draftsman, topographic.....	3	3	3	2		2	67		67	1
Electrotyper.....	8	11	11	4		4	36		36	2
Engineer, mechanical and steam.....	12	21	21	8		8	38		38	1
Expert in animal industry.....	21	24	24							2
Forestry inspector.....										1
House surgeon.....										1
Inspector of hulls.....	2	2	2	1		1	50		50	1
Instrument maker.....	4	4	4	1		1	25		25	18
Junior civil engineer.....										2
Junior civil engineer <sup>b</sup> .....										2
Medical inspector and physician.....										5
Pathologist and bacteriologist.....	9	12	12	7		7	58		58	2
Photo-engraver.....			2	2		2	100		100	1
Pressman.....	21	80	30	28		28	93		93	4

<sup>a</sup>This number includes 14,080 appointments made under navy-yard regulations, and accounts in part for the marked increase in appointments over last year. During this year 9,761 appointments of rural carriers have been made, while the number last year was 1,657. After eliminating the appointments in the Navy-Yard Service and the appointments of rural carriers for both years, the increase of appointments over the past year is 4,688. The increase over the past year of the number of persons who were examined and who passed is accounted for in the same manner.

<sup>b</sup>Appointed by executive order of the Philippine Islands.

<sup>c</sup>Noncompetitive examination.



TABLE 7.—The number of examinations of each kind, the number of persons examined, the number that passed, the per cent that passed, and the number appointed in the classified service during the year ended June 30, 1903—Continued.

Kind of examination.	Number of examinations.		Examined.		Passed.		Per cent that passed.		Appointed.	
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Total.
<b>Philippine Service—Continued.</b>										
Proof reader.....	1	.....	1	1	.....	1	100	.....	.....	.....
Provincial supervisor.....	4	.....	5	.....	.....	.....	.....	.....	.....	.....
Scientific aid.....	1	.....	1	1	.....	1	100	.....	.....	.....
Stenographer.....	21	4	24	5	1	6	25	1	1	1
Stenographer and translator.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Stenographer and typewriter.....	74	83	157	14	1	15	17	8	16	29
Stenographer, typewriter, and junior translator.....	15	13	28	1	1	2	7	1	1	1
Stenographer, typewriter, and translator.....	6	6	12	.....	.....	.....	.....	.....	.....	.....
Trained nurse.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Translator.....	2	2	4	2	.....	2	100	.....	.....	.....
Typewriter.....	22	21	43	14	3	17	40	75	88	5
Total.....	356	507	863	233	8	241	46	30	45	153
<b>District of Columbia:</b>										
Bookkeeper.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Fireman.....	1	14	15	3	.....	3	21	.....	.....	.....
Policeman.....	4	134	138	66	.....	66	49	.....	.....	.....
Sanitary and food inspector.....	12	302	314	62	.....	62	21	.....	.....	.....
Surgeon, police and fire departments.....	1	45	46	3	.....	3	7	.....	.....	.....
Total.....	19	504	523	137	.....	137	33	.....	.....	.....
<b>Mere unskilled laborer:</b>										
For the Treasury Department.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
For the Department of Agriculture.....	542	189	731	485	188	673	89	99	92	.....
For the Government Printing Office.....	95	92	187	89	88	177	94	96	95	.....
For the Smithsonian Institution.....	368	86	454	337	82	419	92	96	92	.....
For the Department of the Interior.....	34	1	35	31	1	32	91	100	91	.....
For the Post-Office Department.....	130	126	256	114	119	233	88	95	91	.....
For the State, War, and Navy Department building.....	23	19	42	21	17	38	91	89	90	.....
Total.....	1,208	649	1,857	1,093	531	1,624	90	97	92	.....
<b>Naval Academy:</b>										
Midshipman.....	434	.....	434	151	.....	151	35	.....	.....	.....

II. APPOINTMENTS, SEPARATIONS, ETC.

DEPARTMENTAL SERVICE.<sup>a</sup>

TABLE 8.—Showing the apportionment of appointments in the Departmental Service at Washington, D. C., from July 16, 1883, to July 1, 1903, under the census of 1900, on the basis of 1 appointment for every 10,000 of population.

State.	Entitled.	Appointments.			Separations.	Net appointments charged.	Per cent.
		Through examination.	Through reinstatement.	Through transfer.			
1. Alabama.....	183	153	16	14	51	132	72.131
2. Alaska.....	6	2				2	33.333
3. Arizona.....	12	8	1	2	3	8	66.666
4. Arkansas.....	131	105	7	5	29	88	67.176
5. California.....	149	160	9	17	52	134	89.932
6. Colorado.....	54	49	9	13	23	48	88.889
7. Connecticut.....	91	90	11	16	21	96	105.495
8. Delaware.....	18	23		4	3	24	133.333
9. District of Columbia.....	28	353	118	211	119	563	2,010.710
10. Florida.....	53	42	3	13	16	42	79.245
11. Georgia.....	222	200	24	30	75	179	80.631
12. Hawaii.....	16	6			1	5	31.250
13. Idaho.....	16	17		3	7	13	81.250
14. Illinois.....	482	438	35	50	113	410	85.062
15. Indiana.....	252	250	25	32	58	249	98.811
16. Indian Territory.....	39	11	2	3	4	12	30.769
17. Iowa.....	223	187	18	25	41	189	84.753
18. Kansas.....	147	143	16	20	30	149	101.360
19. Kentucky.....	215	181	16	18	44	171	79.535
20. Louisiana.....	138	103	2	8	24	89	64.506
21. Maine.....	69	83	6	9	22	76	109.144
22. Maryland.....	119	202	41	52	64	231	194.116
23. Massachusetts.....	281	302	17	29	78	270	96.065
24. Michigan.....	242	239	12	20	57	214	88.429
25. Minnesota.....	175	142	11	12	31	134	76.568
26. Mississippi.....	155	115	4	15	27	107	69.032
27. Missouri.....	311	271	21	25	59	258	82.950
28. Montana.....	24	21	2	2	8	17	70.833
29. Nebraska.....	107	110	7	16	23	110	102.806
30. Nevada.....	4	12		1	7	6	150.000
31. New Hampshire.....	41	46	5	6	12	45	109.756
32. New Jersey.....	188	161	16	14	42	149	79.255
33. New Mexico.....	20	14		4	3	15	75.000
34. New York.....	727	689	88	113	208	682	93.815
35. North Carolina.....	189	162	10	18	41	149	78.836
36. North Dakota.....	32	22	2	1	4	21	65.625
37. Ohio.....	416	438	53	56	93	454	109.131
38. Oklahoma.....	40	21	1	7	4	25	62.500
39. Oregon.....	41	37	1	9	13	34	82.927
40. Pennsylvania.....	630	573	55	96	151	573	90.956
41. Philippine Islands.....							
42. Porto Rico.....	95	16			6	10	10.526
43. Rhode Island.....	43	39	1	4	8	36	84.721
44. South Carolina.....	134	118	6	7	24	107	79.850
45. South Dakota.....	40	35		9	10	34	85.000
46. Tennessee.....	202	170	17	19	48	158	78.219
47. Texas.....	305	238	16	20	74	200	65.510
48. Utah.....	28	33	3	1	16	21	74.859
49. Vermont.....	34	45	5	2	6	46	135.294
50. Virginia.....	185	211	39	59	63	246	132.974
51. Washington.....	52	51	2	3	15	41	78.846
52. West Virginia.....	96	75	8	23	26	80	84.332
53. Wisconsin.....	207	176	17	9	42	160	77.294
54. Wyoming.....	9	8		5	2	11	122.222
Total.....	7,716	7,396	778	1,150	2,001	7,323	94.906

<sup>a</sup> For a historical sketch of the classification of the departmental service see page 206, this report.

## 238 TWENTILETH REPORT OF CIVIL SERVICE COMMISSION.

TABLE 9.—Showing the number of persons of each sex appointed from the several kinds of examinations in the Departmental Service, excluding those appointed in the Indian and Railway Mail services; and those appointed from noneducational examinations in the Engineer and Ordnance departments at large, War Department; in the Life-Saving, Light-House, and Public Health and Marine-Hospital services, Treasury Department; and in the Government Hospital for the Insane, Interior Department, during the fiscal year ended June 30, 1903.

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE.							
With educational tests:							
Acting assistant surgeon, Coast Survey.				3		3	3
Acting assistant surgeon, Public Health and Marine-Hospital Service.				7		7	7
Aid, Coast and Geodetic Survey.	17		17				17
Aid, Division of Geology.	2	1	3				3
Aid, Division of Mollusks.	1		1				1
Aid in herpetology.	1		1				1
Apprentice.	14		14	1		1	15
Architectural designer.	4		4				4
Assistant biologist.	1		1				1
Assistant chemist.	2		2				2
Assistant chief, Dairy Division.	1		1				1
Assistant curator.	2	1	3				3
Assistant custodian.				1		1	1
Assistant, Department of Agriculture.		1	1				1
Assistant engineer.				5		5	5
Assistant engineer (hydrographer).				1		1	1
Assistant examiner, Patent Office.	49		49				49
Assistant geologist.	3		3				3
Assistant in Dairy Division.	1		1				1
Assistant in pathology.	2	1	3				3
Assistant in physiology.	2		2				2
Assistant in road material laboratory.	4		4				4
Assistant in soil survey.	25		25				25
Assistant topographer.	19		19				19
Attendant and skilled photographer.				1		1	1
Bookbinder.	1		1				1
Bookkeeper.	36	2	38	54		54	92
Book typewriter.	1	11	12				12
Botanical assistant in agrostology.	1		1				1
Botanical clerk.	1	1	2				2
Cadet, Revenue-Cutter Service.				20		20	20
Chemical clerk.		2	2				2
Chemist, road material laboratory.	1		1				1
Chief engineer.	1		1				1
Chief engineer and electrician.	2		2	1		1	3
Chief mechanic.	2		2				2
Chief of drug laboratory.	1		1				1
Chinese inspector.				10		10	10
Clerk.	39	4	43	84	18	102	145
Clerk, Land Office.				1		1	1
Clerk, State Department.	2		2				2
Compositor.	2		2	4		4	6
Computer, Bureau of Forestry.	2		2				2
Computer, Coast and Geodetic Survey.	7	2	9				9
Computer, Naval Observatory.	1		1				1
Computer, Supervising Architect's Office.	1		1				1
Curator of physical anthropology.	1		1				1
Custodian (Marine biological station).				1		1	1
Dairy inspector.				9		9	9
Deck officer.				6		6	6
Draftsman—							
Architectural.	5		5				5
Copyist, topographic.	7	1	8	1	1	2	10
Division of Publications.	1		1				1
Geological Survey.	2		2				2
Heating and ventilating.	4		4				4
Junior architectural.	22		22				22
Marine engines and machinery.	1		1				1
Mechanical.	6		6	3		3	9
Mechanical (assistant).	3		3				3
Topographic.	2		2	3		3	5
Draftsman and engineer.	1		1				1
Draftsman, Engineer's office.				1		1	1
Dynamo-tender.				4		4	4
Editorial clerk.	3		3				3
Electrical assistant.				2		2	2
Electrical engineer.				7		7	7
Electrical engineer and draftsman.	2		2				2
Electrical instrument maker.				1		1	1
Elevator conductor.	16		16	1		1	17
Engineer.	1		1	1		1	2

TABLE 9.—Showing the number of persons of each sex appointed from the several kinds of examinations in the Departmental Service, etc.—Continued.

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE—continued.							
With educational tests—Continued.							
Engineer, Bureau of Chemistry	1		1				1
Engineer, steam (third-class)				1		1	1
Escribiente	1		1				1
Examiner of surveys	4		4				4
Farmer's Institute Specialist	1		1				1
Field assistant in forestry	11		11				11
Fish culturist				13		13	13
Geologist				3		3	3
Guard				22		22	22
Hydrographic aid				11		11	11
Immigrant inspector				11		11	11
Index clerk				1		1	1
Inspector of boilers				1		1	1
Inspector of headstones				1		1	1
Inspector of hulls				3		3	3
Inspector of textile fabrics				1		1	1
Interpreter—							
Arabic				6		6	6
Finnish				1		1	1
French	1		1				1
German				1		1	1
Greek				2		2	2
Hebrew				1		1	1
Hungarian				5		5	5
Italian				2		2	2
Japanese				2		2	2
Polish				3		3	3
Russian				2		2	2
Swedish				2		2	2
Irrigation assistant	1		1	6		6	7
Irrigation engineer	7		7	150		150	157
Irrigation engineer (assistant)				1		1	1
Junior civil engineer	2		2	9		9	11
Laboratory assistant	14		14				14
Law clerk	39		39	1		1	40
Local route inspector				3		3	3
Machine designer				1		1	1
Machinist and instrument maker	1		1				1
Magazine attendant				9		9	9
Magnetic observer				4		4	4
Matron					1	1	1
Meat inspector				53		53	53
Mechanical and electrical engineer				2		2	2
Medical clerk	16		16				16
Medical clerk and translator	2	1	3				3
Medical inspector and physician	1		1				1
Medical interne, Government Hospital for the Insane	1		1				1
Messenger	13		13	42		42	55
Messenger boy	59		59	69		69	128
Messenger watchman	18		18	29		29	47
Mint and assay service—							
Schedule C				2		2	2
Schedule D				25	2	27	27
Miscellaneous computer	2	1	3				3
Nautical expert	2		2				2
Observer, Weather Bureau				34		34	34
Photographic assistant	1		1				1
Plate printer's apprentice	2		2				2
Preparator and modeler	1		1				1
Preparator, Division of Mammals	1		1				1
Preparator of specimens	1		1				1
Pressman	25		25				25
Pressfeeder	2		2				2
Printer's assistant		133	133				133
Public document cataloguer		1	1				1
Railway-mail clerk				4		4	4
Record and identification clerk				1		1	1
Register and receiver's clerk				15	3	18	18
Scientific aid	13		13	1		1	14
Scientific assistant, Bureau of Animal Industry	6		6				6
Scientific assistant, Bureau of Chemistry	5		5				5
Scientific assistant, Bureau of Forestry	1		1				1
Scientific assistant, Bureau of Plant Industry	6		6				6
Scientific assistant, Fish Commission	1		1				1

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TABLE 9.—Showing the number of persons of each sex appointed from the several kinds of examinations in the Departmental Service, etc.—Continued.

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE—continued.							
Mint and assay service—Continued.							
Scientific assistant, Library of Science.	1	2	3				3
Scientific assistant, seed testing.	1		1				1
Secretary, National Bureau of Standards.				1		1	1
Skilled laborer.	32	1	33	2		2	35
Special laborer, qualified as blue printer.	2		2	1		1	3
Stenography.	13		13	29	3	32	45
Stenography and typewriting.	95	33	128	68	19	87	215
Subtreasury service—							
Schedule A.				7		7	7
Schedule B.				6		6	6
Schedule C.				2		2	2
Steward and storekeeper.				1		1	1
Superintendent of construction.				11		11	11
Surveyor (hydrographic)				1		1	1
Tagger.				84		84	84
Telegrapher.				1		1	1
Telephone operator.					1	1	1
Trainmaster.				2		2	2
Translator.	3	1	4	1		1	5
Translator and bibliographer.		2	2				2
Typewriting.	40	4	44	75	11	86	130
Watchman.	12		12	27		27	39
Watch officer, Coast and Geodetic Survey.				4		4	4
Total.	789	205	995	1,112	59	1,171	2,166
Without educational tests:							
Assistant engineer.				4		4	4
Assistant janitor.				2		2	2
Assistant janitor-watchman.				1		1	1
Baker.				5		5	5
Blacksmith.				12		12	12
Blacksmith's helper.				1		1	1
Blacksmith and horseshoer.				1		1	1
Cabinetmaker.	2		2				2
Canvas worker.	2		2				2
Carpenter.				14		14	14
Chief engineer.				1		1	1
Chinese watchman.				7		7	7
Cook.	1		1	2		2	3
Copperplate map engraver.	5		5				5
Diesinker.	1		1				1
Elevator conductor.				15		15	15
Engineer.	1		1	24		24	25
Engineer with knowledge of plumbing.				1		1	1
Fireman.	44		44	48		48	92
Fireman-laborer.				1		1	1
Janitor-fireman.				7		7	7
Fireman-watchman.				19		19	19
Foreman of building.				1		1	1
Foreman of cutters.				3		3	3
Gardener.				3		3	3
Gas fitter.				1		1	1
General mechanic.	3		3				3
Geometric lathe operator.	1		1				1
Geometric lathe operator-learner.	1		1				1
Harness maker.				2		2	2
Horseshoer.				1		1	1
Instrument maker.	2		2				2
Janitor.				16		16	16
Laundryman.				1		1	1
Lithographic map engraver.	1		1				1
Lock expert.	1		1				1
Lock fitter.	1		1				1
Machinist.	7		7	1		1	8
Mail-bag inspector.	1		1				1
Marine engineer.				3		3	3
Mason.	1		1				1
Master.				4		4	4
Master and pilot.				1		1	1
Mate.				3		3	3
Packer.				2		2	2
Painter.				11		11	11
Pilot.				1		1	1
Plate printer.	53		53				53
Plumber.	2		2	14		14	16
Repairman.				2		2	2

TABLE 9.—Showing the number of persons of each sex appointed from the several kinds of examinations in the Departmental Service, etc.—Continued.

Kind of examination.	In Washington.			Outside Washington.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
COMPETITIVE—continued.							
Without educational tests—Continued.							
Rodman.....				7		7	7
Sailmaker.....	1		1				1
Sewer, mail-bag repair shop.....		4	4				4
Square-letter engraver.....	1		1				1
Steam fitter's helper.....				1		1	1
Surveyman.....				1		1	1
Tailor.....				2		2	2
Tinner.....				1		1	1
Vignette engraver.....	1		1				1
Watchman.....				23		23	23
Watchman-laborer.....				2		2	2
Wheelwright.....				8		8	8
Wireman.....	2		2				2
Total.....	135	4	139	280		280	419
NONCOMPETITIVE.							
[For transfer under Rule X.]							
With educational tests:							
Assistant immigrant inspector.....				1		1	1
Bookkeeper.....	1		1				1
Chinese inspector.....				1		1	1
Clerk.....	40	32	72	11	2	13	85
Clerk, proof reader.....	1		1				1
Clerk, typewriter.....		1	1				1
Compositor.....	2		2				2
Immigrant inspector.....				3		3	3
Irrigation assistant.....	1		1				1
Irrigation engineer.....	1		1				1
Junior civil engineer.....	1		1	1		1	2
Messenger.....				1		1	1
Photographer.....				1		1	1
Post-office inspector.....				17		17	17
Pressman.....	1		1				1
Route inspector.....				21		21	21
Skilled laborer.....	1		1				1
Special agents.....				1		1	1
Stenography.....	3		3				3
Stenography and typewriting.....	1		1				1
Superintendent of construction.....				2		2	2
Teacher, Indian Service.....		1	1				1
Transitman.....				1		1	1
Translator and clerk.....		1	1				1
Treasury Department promotion examination (clerk).....				1		1	1
Typewriting.....	1		1	1		1	2
Watchman.....	2		2				2
Total.....	56	35	91	63	2	65	156
Without educational tests:							
Cabinetmaker.....	1		1				1
Form 375.....	1		1	1		1	2
Gardener.....	1		1				1
Plumber.....	1		1				1
Total.....	4		4	1		1	5
[For promotion under Rule XI.]							
With educational tests:							
Assistant biologist.....		1	1				1
Assistant engineer.....	1		1				1
Assistant immigrant inspector.....				2		2	2
Clerk.....	11	2	13	23	1	24	37
Clerk, stenographer.....	1		1				1
Draftsman.....				1		1	1
Dynamo tender.....	2		2				2
Editorial clerk.....	3		3				3
Hydrographic draftsman.....	1		1				1
Inspector of materials.....				1		1	1
Instrument man.....				1		1	1
Interpreter.....				1		1	1
Junior civil engineer.....				2		2	2
Mechanical draftsman.....				1		1	1



**TABLE 10.**—*Showing the number of appointments in the Departmental Service, exclusive of the Railway Mail and Indian services, etc.—Continued.*

Kind of examination.	1884 to 1896, in- clusive.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.									
Assistant ethnologic librarian						1			1
Assistant geologist	2	1			4	5		3	15
Assistant in Dairy Division								1	1
Assistant in economic ornithology and mammalogy	1								1
Assistant in pathology								3	3
Assistant in physiology								2	2
Assistant in road material laboratory								4	4
Assistant in serum therapeutics						1			1
Assistant inspector of boilers			5	2		3			10
Assistant inspector of engineering mate- rials				4					4
Assistant inspector of hulls			1	5	2				8
Assistant inspector of ordnance			6	7			1		14
Assistant Nautical Almanac Office		4				4	1		9
Assistant observer, Weather Bureau	9	6	25	37	14	20	31	34	177
Assistant physicist							2		2
Assistant piecework computer							2		2
Assistant special Treasury agent						1			1
Assistant statistician	4								4
Assistant surgeon, Freedmen's Hospital							1		1
Assistant topographer	13		7	2	7	7	5	19	60
Attendant and skilled photographer				1				1	1
Botanical assistant in agrostology								1	1
Botanical clerk	7							2	9
Botanical and horticultural assistant						1			1
Botanist	10								10
Cadet Revenue-Cutter Service			6	4	17	5		20	52
Chemical geologist							2		2
Chemist, road material laboratory								1	1
Chief engineer						1	1	1	3
Chief engineer and electrician						1	6	3	10
Chief mechanic								2	2
Chief of drug laboratory								1	1
Chief of road material laboratory							1		1
Chief taxidermist								1	1
Chinese inspector				1	1		6	10	18
Civil and electrical engineer						4	1		5
Computer:									
Bureau of Forestry								2	2
Coast and Geodetic Survey	3				5	3	1	9	21
Nautical Almanac Office	6		2	2	2	1			13
Naval Observatory	14							1	16
Supervising Architect's Office					2	1		1	4
Copperplate-map engraver					4		3		7
Copyist of mechanical drawings	4								4
Curator of physical anthropology								1	1
Dairy inspector								9	9
Deck officer							1	6	7
Designer			1					1	2
Draftsman		5							5
Architectural	12	3	2	5	5	4	1	5	37
Architectural and structural steel						2	3		5
Assistant			2	5	2				7
Assistant, mechanical						3		3	6
Assistant, ship				12	9	4			25
Copyist, ship						1			1
Copyist, topographic							4		4
Division of publications					1	5	4	10	20
Electrical							1		1
Electrical, third-class							2		2
General Land Office								2	2
Geological Survey					2	2		2	6
Heating and ventilating		1			1	2	2	4	10
Hull						1	3		4
Hydrographic						1			1
Junior architectural	3			2	9	10	10	22	56
Marine engines and boilers						2			2
Marine engines and machinery						1		1	2
Marine engines, boilers, and materials				4	1				5
Mechanical	12	2	6	13	1	6	11	9	60
Mechanical, first-class						2			2
Senior architectural							1		1
Ship				1	1	1			3
Structural steel						2			2
Topographic	33	4	5	3	3	1		5	55
Draftsman and engineer							1	1	



TABLE 10.—*Showing the number of appointments in the Departmental Service, exclusive of the Railway Mail and Indian services, etc.—Continued.*

Kind of examination.	1884 to 1896, in- clusive.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.									
Draftsman, Engineer's Office.....								1	1
Electrical assistant.....								2	2
Electrical engineer.....								7	7
Electrical engineer and draftsman.....					1		2	2	5
Electrical expert and draftsman.....						1			1
Electrical instrument maker.....								1	1
Electrician.....							2		2
Electrician, wireman, and dynamo tender.....							2		2
Examiner of surveys.....				7	1	3	3	4	18
Farmers' Institute, specialist.....								1	1
Field assistant, Department of Agriculture.....					5	2	4	11	22
Fish culturist.....	8	8	8	4	8	9	2	13	60
Food microscopist.....							1		1
Foreman of building.....						1			1
Fourth-assistant examiner.....	186	6	7	35	15	13	26	49	337
Geologist.....							24	3	27
Horticulturist.....							2		2
Hospital steward.....			9	7	5	5	3		29
Hydrographic aid.....								11	11
Hydrographic draftsman and surveyor.....				6	1				7
Immigrant inspector.....		1		3	9	11	6	11	41
Ink maker.....				1					1
Inspector of boilers.....			1	2	1	1	4	1	10
Inspector of general merchandise.....						2			2
Inspector of hats.....					1	1	1		3
Inspector of headstones.....								1	1
Inspector of hulls.....				3	4	3	4	3	17
Inspector of khaki garments.....							14		14
Inspector of khaki material.....						1	1		2
Inspector of khaki material and garments.....						4			4
Inspector of mechanical and electrical engineering.....							2		2
Inspector of shoes.....					1	3	1		5
Inspector of textile fabrics.....						12		1	13
Inspector of wagons and wagon materials.....					1	3			4
Inspector of woollens.....				2		1			3
Instrument maker.....			1		1		2		4
Irrigation assistant.....								7	7
Irrigation engineer.....								157	157
Irrigation engineer (assistant).....								1	1
Junior civil engineer.....		15	21	35	29	12	11	11	137
Keeper of Spanish archives.....				3					3
Laboratory assistant.....								14	14
Laboratory assistant in physics.....							2		2
Law.....	79				2	8		40	130
Lithograph map engraver.....	1	1		1		1	1		5
Machine designer.....						1			1
Machinist and instrument maker.....								1	1
Magnetic observer.....					1				1
Master.....			2			10	5		20
Meat inspector.....	47	36	55	32	53	53	36	53	365
Mechanical and electrical engineer.....					1		1	2	4
Medical examiner, Pension Office.....	39								39
Medical inspector and physician.....								1	1
Medical interne, Government Hospital for the Insane.....								1	1
Nautical expert.....	16		3	4	5	2	2		34
Naval science.....	2								2
Photographer.....	2			1			6		9
Photographic assistant.....								1	1
Photomechanical engraver.....		1							1
Plant pathologist.....							2		2
Plant physiologist.....							3		3
Preparator and modeler.....								1	1
Preparator, division of mammals.....								1	1
Preparator in vertebrate paleontology.....						2			2
Preparator, division of stratigraphic pa- leontology.....							1		1
Preparator of specimens.....		2						1	3
Principal pension examiner.....	11								11
Qualified surgeon.....	4								4
Scientific assistant.....	4							37	41
Scientific aid, Department of Agriculture.....					9	9	25		43
Secretary, National Bureau of Standards.....							1	1	2
Senior assistant physician, Government Hospital for the Insane.....					1	1			2
Sericulturist.....	2								2

TABLE 10.—Showing the number of appointments in the Departmental Service, exclusive of the Railway Mail and Indian services, etc.—Continued.

Kind of examination.	1884 to 1896, inclusive.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	Total.
TECHNICAL OR PROFESSIONAL IN CHARACTER—continued.									
Soil analyst.....							2		2
Special agent.....	7		1	1					9
Special pension examiner.....	437	1	2		1	4			445
Superintendent of construction.....		7	1	10	4	12	3	11	48
Superintendent of farms and transportation.....							2		2
Superintendent of station, Fish Commission.....	3	1							4
Surveyor (hydrographic).....								1	1
Topographic aid.....	4								4
Train master.....							2	2	4
Vegetable pathologist.....	6								6
Watch officer.....							1	5	6
Total.....	1,003	107	187	294	273	323	334	723	3,244
CLERICAL IN CHARACTER WITH ADDITIONAL QUALIFICATIONS.									
Agrostological clerk.....		1					1		2
Assistant chief, Division of Agrostology.....						1			1
Assistant chief of division.....	11			1					12
Assistant custodian.....			1	3	3	2		1	10
Assistant custodian-janitor.....							3		3
Assistant in seed laboratory.....							1		1
Assistant pomologist.....	1						1		2
Assistant, Soil Survey.....							9	25	34
Assistant superintendent, registry system.....					4		1		5
Bookkeeping.....	160	27	28	31	55	65	103	92	551
Book typewriting.....					9	13	7	12	41
Botanical clerk and assistant.....							1		1
Chemical clerk.....								2	2
Chief, Division of Soil Management.....							1		1
Clerk, Land Office.....							9	1	10
Clerk, qualified as stenographer and typewriter.....						8	7		15
Clerk, State Department.....	17	1						2	20
Clerk, Subsistence Department.....						5			5
Clerk, with knowledge of technical French and Spanish.....						1			1
Computer.....	6			1					7
Copyist of maps.....	6								6
Copyist, qualified as typewriter repairer.....							1		1
Custodian, Marine Biological Station.....							1		1
Deputy shipping commissioner and clerk.....							1		1
Editorial clerk.....	1						2	3	6
Escribiente.....								1	1
Examiner's clerk, Patent Office.....	43								43
Index clerk.....								1	1
Instrument and property clerk.....							1		1
Interpreter.....			2	5	6	7	5	28	53
Land-service clerk.....				17	2				19
Librarian.....	2					2			4
Medical clerk.....								16	16
Medical clerk and translator.....								3	3
Member board of pension appeals.....	9								9
Meteorological clerk.....	20								20
Mint Service clerk.....				16	79	54	76	29	254
Miscellaneous computer.....								3	3
Modern languages.....	29	1	2	3	2	2			39
Money counter.....	6		2						8
Ornithological clerk.....	3				1				4
Post-office inspector.....	82	3	13	12	19	39	9		177
Proof reader.....	25	1		1					27
Public document cataloguer.....								1	1
Railway mail clerk.....								4	4
Record or identification clerk.....					1			1	2
Register and receiver's clerk.....					5	17	31	18	71
Returns office clerk.....	5								5
Route inspector.....							2	3	5
Ships' returns clerk.....	1	2							3
Special laborer, qualified as blue printer.....							2		2
Stenography.....	16		6	33	23	28	41	45	192
Stenographer and statistical clerk.....						1			1
Stenography and typewriting.....	234	73	77	86	94	102	144	215	1,025
Steward and storekeeper.....							1		1
Subtreasury clerk.....			4		20	13	14	15	66

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TABLE 10.—*Showing the number of appointments in the Departmental Service, exclusive of the Railway Mail and Indian services, etc.—Continued.*

Kind of examination.	1884 to 1896, in- clusive.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	Total.
CLERICAL IN CHARACTER WITH ADDI- TIONAL QUALIFICATIONS—cont'd.									
Surveyor-general's clerk					2	1	2		5
Telegraphy	13		2	1			3	1	20
Tracer	7		1	5	14	6			33
Translator	1	2				4	2	5	14
Translator and bibliographer								2	2
Transportation clerk						7	1		8
Typewriting	314	15	22	41	42	55	85	130	704
Zoological clerk							1		1
Total	1,012	126	160	256	371	433	569	660	3,587
CLERICAL IN CHARACTER.									
Clerk (general)	1,572	68	67	129	174	217	157	145	2,529
Clerk, class 2						2			2
Copyist (limited)	870						1		871
First-grade customs						1	1		2
Total	2,442	68	67	129	174	220	159	145	3,404
MINOR POSITIONS—MECHANICAL IN CHAR- ACTER.									
Apprentice		7	6	11	12	27	26	17	106
Assistant engineer	12		8	3				5	28
Assistant operator						1			1
Blacksmith			4	6					10
Bookbinder			1			1		1	3
Carpenter	2	8	5	7					22
Compositor	24	5	3	2		1	1	6	42
Dynamo tender			4					4	15
Engineer (first class)				2	3				5
Engineer	5	1	7	24			8	4	49
Engineer and assistant engineer			10	3					13
Lumberman						1	1		2
Machinist	4		5	4	1				14
Map printer	1	1	1	2			1		6
Mechanical engineer	3	1	1			2			7
Plumber		1	6						7
Press feeder								2	2
Pressman	10		5	4	1		5	25	50
Sailmaker			6	1					7
Tailor				1					1
Tool maker			5						5
Vault, safe, and lock expert		1				1			2
Wireman			6	4					10
Total	61	25	83	81	17	34	42	64	407
MINOR POSITIONS.									
Attendant, Government Hospital for the Insane		5	77						82
Assistant microscopist			171	17			7		195
Captain of the watch	9								9
Counter						3	1		4
Elevator conductor		13	3	26	5	3	5	17	72
Fireman	5	8	49	71					133
Fireman-watchman		52	8	11					71
Guard				11	14	6	41	22	94
Janitor		25	38	24					87
Janitor and fireman			5	1					6
Magazine attendant					10	5	9		24
Matron		1		1		3	1		6
Matron, Freedmen's Hospital						1			1
Messenger	13	13	22	31	35	35	47	55	251
Messenger boy	16	17	19	58	73	77	95	128	483
Messenger-watchman						9	22	47	78
Model attendant	12								12
Nurse, Freedmen's Hospital		1	14						15
Printer's assistant, skilled laborer, and skilled helper	959	64	162	183	311	222	396	168	2,465
Signalman						1			1
Skilled helper, fireman	4								4
Special laborer		1				1		3	5
Stock examiner	20	2	1				1		24
Tagger	59	19	36	57	30	42	50	84	377

TABLE 10.—Showing the number of appointments in the Departmental Service, exclusive of the Railway Mail and Indian services, etc.—Continued.

[illegible]

TABLE 11.—Showing changes in the Departmental and

Department and service, bureau or office.	Appointments.								
	Competitive positions.					Excepted and noncompetitive positions.	Unclassified positions.	Grand total.	
	Through examination.	By re-instatement and reemployment.		By transfer.	Temporary.				Total.
		Soldiers, sailors, etc.	Civilians.						
IN WASHINGTON, D. C. <i>b</i>									
Department of State.....	6			5		11		11	
Treasury Department.....	468	10	95	70	620	1,263	12	1,401	
War Department.....	40	3	4	57	39	143	7	150	
Navy Department.....	64		3	5	20	92	21	128	
Post-Office Department.....	42	1	6	88	144	281	4	320	
Mail bag and mail lock repair shops.....	17		2		5	24		39	
Department of the Interior.....	447	4	20	43	77	591	59	759	
Government Hospital for the Insane.....	139		7		2	147		277	
Freedmen's Hospital.....							52	52	
Superintendent of the United States Capitol and grounds.....							3	3	
Department of Justice.....	1			7	2	10	16	30	
Department of Agriculture.....	150		4	30	72	256	84	472	
Department of Commerce and Labor.....	8			24	1	33	12	52	
Department of Labor.....	1		2	3		6		6	
Commission of Fish and Fisheries.....	9			1	4	14	2	17	
Interstate Commerce Commission.....	8			2	16	26	2	29	
Civil Service Commission.....	9			3	1	13		13	
Superintendent State, War and Navy Department building.....	16		1	7	10	34		49	
Smithsonian Institution.....	27			3	126	156	203	359	
Total.....	1,452	18	144	348	1,139	3,000	212	4,167	
OUTSIDE WASHINGTON, D. C.									
Treasury Department:									
Supervising Architect at large.....	14	2	3	3	9	31	2	35	
Employees in public buildings.....	117	2	2	2	92	215	271	486	
Mints and assay offices.....	27	1	32		60	120	5	176	
Subtreasuries.....	20	1	2	2	23	48		48	
Steamboat-Inspection Service at large.....	10		2	2	8	22		22	
Immigration Service at large.....	185		2	12	88	287	132	463	
Shipping Commissioners' offices.....	1				1	2	4	6	
Revenue-Cutter Service.....	13					14		14	
Public Health and Marine-Hospital Service at large.....	367	1	45		653	1,066	354	1,455	
Life-Saving Service at large.....	248		25		72	345		345	
Light-House Service at large.....	270		1		666	937	13	950	
Board of General Appraisers.....	1	1	1			3	1	4	
Special Agents division at large.....	1			2		3		3	
War Department:									
Quartermaster's Department at large.....	168	1	11	16	527	723	2	725	
Ordnance Department at large.....	627	8	48	3	160	846	76	922	
Engineer Department at large.....	2,262		2,536	8	3,330	8,136		8,136	
Miscellaneous, at large.....	37		1	31	11	80	3	84	
Navy Department:									
Navy-yards, naval stations, etc.....	275		18	9	92	394	193	588	
Post-Office Department:									
Railway Mail Service.....	1,243	6	53	25		1,327	22	1,349	
Interior Department:									
Land service.....	40	1	6	3	90	140	54	194	
Pension agency service.....	32	1		3	73	109	6	119	
Indian school service.....	356		87		146	589	226	872	
Indian agency service.....	26		10	2	29	67	9	136	
Department of Justice.....	38	2		1	11	52	229	281	
Commission of Fish and Fisheries.....	9			1	342	352	22	374	
Total.....	6,387	27	2,886	125	6,483	15,908	1,305	17,790	
Grand total.....	7,839	45	3,030	473	7,622	18,908	1,432	21,957	
IN WASHINGTON, D. C.									
Government Printing Office.....	226	5	40	7	408	686	1	760	

<sup>a</sup> For a historical sketch of the classification of the Government Printing Service see page 208, this report.

<sup>b</sup> Employees serving part of the time in the District of Columbia and serving outside on detail from the Departments were included.

**TWENTIETH REPORT OF CIVIL SERVICE COMMISSION. 249**

*Government Printing services (a) during the year ended June 30, 1903.*

Separations.															
Competitive positions.							Excepted and non-competitive positions.				Unclassified positions.				Grand total.
Removed.	Resigned.	Died.	Probationers dropped.	Furloughed, laid off, or suspended.	By transfer.	Temporary.	Total.	Removed.	Resigned.	Died.	Total.	Removed.	Resigned.	Died.	
58	11	1			3		15								
319	55	14			26	617	1,089	7	3		10	47	30	7	84
6	72	27			30	24	159			1	1	1	2	1	4
8	62	2			25	27	124		11		11				
18	52	15			4	167	256	3			3	3	13	1	17
2	14	1				6	23					2	6		8
94	173	56			53	73	449	30	15	1	46	51	50	4	105
32	81	2			1		116					7	81		88
	1						1					17	29		46
														1	1
2	1	3	2		18	45	113	1	40	1	42	7	29	2	38
							2		6		6	2			2
	1				2	3	10								3
	2				5	3	17		1		1				11
	4				3	10	17		1		1	1	2		21
	9				4	1	14								14
14	16	3			1	9	29					5	8	2	15
	11	1			10	121	157					133	1	1	135
234	872	167	16		185	1,103	2,577	41	77	3	121	276	251	20	547
2	1	2	2			7	14					4			4
29	44	9				90	172					84	120	6	210
50	15	11		50		17	143		4		4	32	10		42
2	12	5				20	39								
6	7	1				4	18								
24	24	7				73	128	12	5		17	13	3	1	17
	1	1					2	1	1	1	3				
	2						2								
21	325	5				427	778	90	134		224	3	24		27
58	92					52	202								
34	139	24				590	787								
	6						6								
	1	1					2								
35	79	13			5	533	665								
150	206					127	483								
37	220	12		3,031	7	3,383	6,690								
1	14	3			3	4	25		5		5				
13	108	2			20	86	229	17	69	3	89				
50	331	88	21		42	1	533	2	16		18				
8	22	1				74	105	20	23		43				
4	24	3				74	105		4		4	2	3	1	6
14	313	7			4	154	492	1	188	1	190		50		50
7	35	1			3	30	76	10	19		29	1	3		4
	34					5	41	5	55	8	68				
	4					342	346		1		1	2	10		12
549	2,059	196	23	3,081	84	6,091	12,083	158	524	13	695	173	230	8	411
783	2,931	363	39	3,081	269	7,194	14,660	199	601	16	816	449	481	28	958
113	108	38			3	671	933					24	62	4	90

\* Only cadets are classified, and they are usually separated by receiving Presidential appointments.  
 † This number received regular appointment from the substitute lists. During the year 1,793 received substitute appointments from the registers of eligibles.

TABLE 12.—Showing, by Executive Departments and independent offices, the number of appointments, by original appointment, transfer, and reinstatement, to positions in the classified Departmental Service, in Washington, D. C., from July 16, 1883, to June 30, 1903.

Department, office, or commission.	Year ended June 30—											
	1883-1887.			1888.			1889.			1890.		
	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.
White House.....	9											
State.....	343	2		3	1		96	11	23	165	8	1
Treasury.....	214	1		4	100	2	93	6	13	118	5	16
War.....	6						4					
Justice.....	126			26	7		53	3	8	18	14	8
Post-Office.....	16			96	6		17	1	8	38	14	3
Post-office inspectors.....	542	30		118	40		179	46	110	469	43	42
Interior.....	10			10			12		6	25	3	1
Agriculture.....				4	1		9		1	1	1	3
Indian Affairs.....												
Fish.....												
State Commerce.....												
Civil Service.....				2			4					
Smithsonian Institution.....												
State, War, and Navy Building.....												
Total by years.....	1,266	83	16	351	47	20	388	72	107	569	120	227
							1,184	132	107	497	65	98
										363	59	114
											186	138

a The large number of appointments in 1891 was due to the pension legislation known as the act of June 27, 1890.



Year ended June 30—

Year ended June 30—																														
Department, office, or commission.	1895.			1896.			1897.			1898.			1899.			1900.			1901.			1902.			1903.			Total.		
	1895.			1896.			1897.			1898.			1899.			1900.			1901.			1902.			1903.			Total.		
	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	Reinstated.	Appointed.	Transferred.	
White House.....	3	1	1	1	1	1	5	2	3	1	1	1	4	1	1	2	3	1	4	4	1	6	1	6	1	6	5	6	9	2
State.....	188	47	39	165	31	39	101	41	100	174	87	108	290	63	105	305	90	69	350	134	115	658	135	59	468	70	105	4,389	41	40
Treasury.....	10	2	56	11	5	24	10	15	25	12	13	33	17	14	20	24	16	35	37	21	12	33	19	1	40	57	7	1,146	199	1,014
War.....	9	12	1	1	1	1	2	10	2	5	2	5	3	1	2	4	2	4	1	1	7	2	6	1	1	7	7	45	49	2
Justice.....	30	18	2	8	14	9	5	22	60	22	22	42	6	33	9	9	41	9	19	46	7	13	32	4	42	17	7	517	411	170
Post-Office.....	20	8	1	1	1	1	8	1	18	2	18	2	48	19	6	32	19	2	52	23	2	68	18	1	64	5	3	470	124	42
Post-office Inspectors.....	19	1	11	2	2	2	22	4	4	33	21	2	93	38	103	95	81	56	154	60	35	149	54	7	104	6	3	2,991	684	28
Navy.....	82	43	81	57	19	71	45	40	127	47	35	163	93	38	103	95	81	56	154	60	35	149	54	7	104	6	3	2,991	684	1,036
Interior.....	49	5	6	26	5	4	64	19	26	24	19	17	32	25	6	49	19	41	22	7	2	98	28	3	150	30	4	649	184	82
Agriculture.....	1	2	1	2	1	4	5	7	4	1	4	2	1	1	1	2	2	7	2	10	6	1	1	3	2	8	24	8	24	33
Commerce and Labor.....	12	1	1	6	1	3	17	3	4	7	2	2	2	1	1	6	2	7	4	10	6	1	1	3	2	8	24	8	34	33
Labor.....	7	31	3	3	2	2	9	10	2	11	1	1	4	2	1	6	2	1	5	1	1	3	1	1	3	2	8	24	6	7
Fish.....	7	31	3	3	2	2	9	10	2	11	1	1	4	2	1	6	2	1	5	1	1	3	1	1	3	2	8	24	6	7
Interstate Commerce.....	7	31	3	3	2	2	9	10	2	11	1	1	4	2	1	6	2	1	5	1	1	3	1	1	3	2	8	24	6	7
Civil Service.....	7	31	3	3	2	2	9	10	2	11	1	1	4	2	1	6	2	1	5	1	1	3	1	1	3	2	8	24	6	7
Smithsonian Institution.....	7	31	3	3	2	2	9	10	2	11	1	1	4	2	1	6	2	1	5	1	1	3	1	1	3	2	8	24	6	7
State, War, and Navy building.....	7	31	3	3	2	2	9	10	2	11	1	1	4	2	1	6	2	1	5	1	1	3	1	1	3	2	8	24	6	7
Total by years.....	420	182	140	294	89	156	287	185	350	336	241	435	490	228	255	743	305	173	690	360	194	1,062	330	77	1,296	348	153	10,622	2,933	2,758



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## RAILWAY MAIL SERVICE.<sup>a</sup>

TABLE 13.—*Showing changes in the substitute force of the Railway Mail Service during the year ended June 30, 1903.*

Number on roll June 30, 1902..... 886

### APPOINTMENTS.

Appointed on examination and certification.....	b 2,088	
By transfer from post-offices.....	4	
By reinstatement.....	19	
		2,111
Total.....		2,997

### SEPARATIONS.

Removed.....	14	
Resigned.....	187	
Declined.....	295	
Died.....	13	
Canceled.....	11	
Permanently appointed.....	1,236	
		1,756
Left on roll June 30, 1903.....		1,241

<sup>a</sup> For a historical sketch of the classification of the Railway Mail Service, see page 207, this report.

<sup>b</sup> This number selected, of which 295 declined.



## POST-OFFICE

TABLE 14.—Showing changes for the fiscal year ended June 30, 1903, in the post-offices of classified

Office.	Appointments.										Separations.			
	Original appointments.						Rein- stated.				Nonexcepted.			
	Nonexcepted.													
	Clerk.			Total.	Excepted.	Unclassified.	Total.	Soldiers and sailors.	Civilians.	Total appointments.	Removals.	Resignations.	Deaths.	Total.
	Male.	Female.	Carrier.											
Albany, N. Y.	9		8	17		5	5	1		23	1	3	1	5
Allegheny, Pa.	6		17	23		16	16		1	40	1	5	3	9
Atlanta, Ga.	16	2	19	37	3	15	18	1		56	4	2		9
Baltimore, Md.	26		17	43		44	44	1		88		10	10	23
Boston, Mass.	158	2	86	246	1	55	56		4	306	33	34	14	81
Bridgeport, Conn.	2	4	8	14		5	5			19	1			1
Brooklyn, N. Y.	34	1	61	96		45	45		3	144	6	28	11	45
Buffalo, N. Y.	5	1	20	26	1	8	9			35	5	3	4	12
Camden, N. J.	2		5	7		5	5			12	4	1	1	6
Charleston, S. C.	1	1		2						2		3		3
Chicago, Ill.	326	6	63	395	2	34	36	1	20	452	40	161	27	228
Cincinnati, Ohio	21		43	64		20	20			84	4	14	5	23
Cleveland, Ohio	31		46	77	1	9	10			87	5	11	7	24
Columbus, Ohio	9		24	33		1	1			34		6	1	7
Dayton, Ohio	8		7	15		7	7			22	3			5
Denver, Colo.	27	2	17	46	1	14	15		3	64	4	20	3	27
Des Moines, Iowa	16		20	36		10	10	1	1	48	2	9	1	12
Detroit, Mich.	22	1	18	41		9	9			50	3	9		12
Duluth, Minn.	5		7	12						12		2		2
Elizabeth, N. J.	3		8	11	1	5	6			17		2	1	3
Erie, Pa.	3	1	2	6		1	1			7		2		2
Evansville, Ind.			4	4						4		1		1
Fall River, Mass.	7		4	11		4	4			15	1	5		6
Grand Rapids, Mich.	13		5	18	1	3	4		1	23	1	6	1	8
Harrisburg, Pa.	12		6	18		1	1			19			3	3
Hartford, Conn.	11		10	21		6	6			27		2	4	6
Hoboken, N. J.	3		4	7	2	3	5			12	2	3		5
Indianapolis, Ind.	11	2	8	21		5	5	1	1	28	2	2	1	5
Jersey City, N. J.	3		13	16		1	1			17	2	3	1	6
Kansas City, Kans.	4		7	11	1		1			12		2	1	3
Kansas City, Mo.	46	2	32	80	2	28	30		1	111	4	19	2	25
Lawrence, Mass.	3		2	5	1	1	2			7	1			1
Los Angeles, Cal.	31		18	49	2	3	5			54	4	18	2	24
Louisville, Ky.	15	1	26	42	2	4	6	1		49	4	11	4	19
Lowell, Mass.	2		1	3		1	1			4			1	1
Lynn, Mass.	8		5	13		6	6			19		1		2
Manchester, N. H.	1		8	9	1	2	3			12	2	3		5
Memphis, Tenn.	9	1	13	23	1	5	6			29			2	2
Milwaukee, Wis.	21		24	45		9	9		1	55	4	14	8	26
Minneapolis, Minn.	18		29	47	1	12	13			60	4	9	1	14
Nashville, Tenn.	12		11	23		3	3			26	1	3		4
Newark, N. J.	13		12	25	1	7	8			33			3	3
New Bedford, Mass.	3		2	5		5	5			10			1	1
New Haven, Conn.	15		8	23		4	4		1	28	3	3	3	9
New Orleans, La.	25	3	14	42	2	18	20		1	63	4	7	6	17
New York, N. Y.	184		199	383		33	33	1	8	425	161	121	47	329
Oakland, Cal.	10		4	14	1	2	3		1	18	2	5	1	8
Omaha, Nebr.	13		8	21		24	24		2	47	1	6		7
Paterson, N. J.	3		10	13		10	10			23	1	1		2
Peoria, Ill.	3		5	8		6	6		2	16	1	2		3
Philadelphia, Pa.	126		141	267	2	159	161		4	432	32	62	25	119
Pittsburg, Pa.	64	1	51	116		9	9		2	127	7	38	5	50
Portland, Me.	12	2	10	24		4	4			28	1	2	1	4
Portland, Oreg.	17		16	33		6	6			39		2		2

SERVICE.<sup>a</sup>

*cities having a population of 50,000 or over; also total number of changes in all other post-offices.*

Separations.				Selected, not appointed.				Temporary appointments.				Transfers.		Remarks.
Excepted and unclassified.				Total separations.	Declined appointment.	Failed to qualify.	Failed to report.	Total.	Through examination. Ninety days without examination.	Thirty days emergency.	Separations of temporary employees.	To this office.	From this office.	
Removals.	Resignations.	Deaths.	Total.											
2	5	1	3	8										
4	9		13	14	8	1		9	4	1	5			
1	11		12	22	15			15				1	2	1 clerk through consolidation.
4	1	3	19	36	23		4	27				20	8	
15	14	1	2	3	26	3		29						
	5			5	3	1		5	3	1	2	3	2	1 compositor.
2	1	1		4	3			3				1		1 general mechanic.
	1			1										
6	17	2	25	253	94	3	1	98	1		1	70	16	20 clerks through consolidation.
1	9		10	33	23			23	9	61	61	2	11	
	7		8	31	22		8	30	1	1			1	
	1		1	8	7			7						
	4		4	9										
	4		4	31	23	1	2	26	1	3	4	5	3	
	5		6	18	7	3	1	11	7	1	8			1 contract mechanic.
3	3		6	18	6	1		7						
				2	4			4	4	2	6			1 clerk through consolidation.
				3	4			4						
	1		1	3	1			1						
	2		2	1	2			2						
	2		2	8	3			3				1	3	
	2		2	3	2			2						
	2		2	5	1			1	1	1	2			
1	4		5	10	7			7				3	2	
1	1		1	7	1			1						
1	1		1	4	2			2						Do.
3	10		13	38	18	1	4	23	5	1	6		1	3 clerks through consolidation.
	1	1	2	3										1 clerk through consolidation.
	1		1	1										
	1		1	3										Do.
	1		1	6	1			1						
2	3		5	7		4	2	6				2		
1	2		3	29	34			34						
1	4		5	19								1	2	
1	2		3	7	3			3						
1	2		3	6	2			2				1		
			1	1										
1			1	10					1		1			
5	10		10	27	1			1	13					
	8	1	14	343	26	12	38	2	2	13	10	5		
	4		4	12	2						3	3		
	10		10	17	5		1	6			1	3		
	1		1	3	1			1						Do.
	2		2	5	1			1	1	2	1	1		
11	25		36	155		14		14					1	
	6		6	56	57	7		64	20	20	1	3		2 clerks through consolidation.
1	1		2	6		1		1	3		3			
	2		2	4				2			2	1		

<sup>a</sup> For a historical sketch of the classification of the Post-Office Service, see page 208, this report.

256 TWENTIETH REPORT OF CIVIL SERVICE COMMISSION.

TABLE 14.—Showing changes for the fiscal year ended June 30, 1903, in the post-offices of classified post-

Office.	Appointments.										Separations.			
	Original appointments.							Rein- stated.			Nonexcepted.			
	Nonexcepted.				Excepted.	Unclassified.	Total.	Soldiers and sailors.	Civilians.	Total appointments.	Removals.	Resignations.	Deaths.	Total.
	Clerk.		Carrier.	Total.										
	Male.	Female.												
Providence, R. I.....	12	.....	7	19	.....	5	5	.....	.....	24	2	4	.....	6
Reading, Pa.....	1	.....	2	3	.....	.....	.....	.....	.....	3	.....	1	1	2
Richmond, Va.....	6	.....	4	10	.....	5	5	.....	.....	15	.....	2	2	4
Rochester, N. Y.....	7	.....	19	26	.....	3	3	.....	.....	29	3	3	1	7
Salt Lake City, Utah.....	6	.....	12	18	.....	4	4	.....	1	23	1	5	1	7
St. Joseph, Mo.....	5	.....	14	19	.....	3	3	.....	.....	22	1	1	1	3
St. Louis, Mo.....	201	2	48	251	.....	122	122	2	12	387	12	50	7	69
St. Paul, Minn.....	29	1	19	49	.....	10	10	.....	1	60	4	5	4	13
San Antonio, Tex.....	3	.....	3	6	.....	5	5	.....	.....	11	1	1	.....	2
San Francisco, Cal.....	33	.....	39	72	.....	40	40	.....	1	113	5	23	4	32
Savannah, Ga.....	6	.....	3	9	.....	1	1	.....	.....	10	3	3	.....	6
Scranton, Pa.....	2	.....	7	9	.....	2	2	.....	.....	11	.....	2	.....	2
Seattle, Wash.....	44	.....	23	67	.....	15	15	.....	1	83	1	23	1	25
Springfield, Mass.....	13	.....	18	31	.....	3	3	.....	.....	34	.....	7	.....	7
Syracuse, N. Y.....	15	.....	12	27	1	2	3	.....	.....	30	1	1	4	6
Toledo, Ohio.....	24	.....	10	34	.....	4	4	.....	1	39	.....	5	4	9
Trenton, N. J.....	5	1	5	11	.....	10	10	.....	.....	21	.....	3	.....	3
Troy, N. Y.....	5	.....	5	10	.....	2	2	.....	.....	12	2	1	.....	3
Utica, N. Y.....	.....	.....	.....	.....	.....	2	2	.....	.....	2	.....	3	1	4
Washington, D. C.....	44	5	22	71	.....	32	32	.....	3	106	12	23	7	42
Wilkesbarre, Pa.....	2	.....	1	3	.....	.....	.....	.....	.....	3	1	.....	.....	1
Wilmington, Del.....	.....	.....	2	2	.....	3	3	.....	.....	5	.....	3	.....	3
Worcester, Mass.....	10	1	10	21	.....	3	3	.....	.....	24	1	4	.....	5
Total.....	1,921	43	1,491	3,455	31	968	999	10	77	4,541	413	851	255	1,519
Other offices.....	1,129	107	1,687	2,923	161	384	545	1	32	3,501	146	910	67	1,123
Grand total.....	3,050	150	3,178	6,378	192	1,352	1,544	11	109	8,042	559	1,761	322	2,642

**TWENTIETH REPORT OF CIVIL SERVICE COMMISSION. 257**

*cities having a population of 50,000 or over; also total number of changes in all other offices—Continued.*

Separations.				Selected, not appointed.				Temporary appointments.				Transfers.		Remarks.
Excepted and unclassified.				Total separations.	Declined appointment.	Failed to qualify.	Failed to report.	Total.	Through examination. Ninety days without examination.	Thirty days emergency. Separations of temporary employees.	To this office.	From this office.		
Removals.	Resignations.	Deaths.	Total.											
				6	3			3				1		2 clerks through consolidation.
	1		1	3										
	1	1	2	6										
				7	3	1		4					1	
1			1	8	1			1		1	1			
1				1	6		2	8						
1	29	1	35	104	77		7	84	30	25	55	6	4	
1			1	14	5			5				2	2	
	1	1	2	4	2			2	1			1	1	
3	22	1	26	58	13		4	17				8	4	
	2		2		3			3	1		1			
					8						3			
1	10		11	36	12		4	16				2	3	
	2			9	3			3		2	2			
3	2		5	11	2			2				2		
	2		2	11	1							1		
1	2		3	6	1			1	1	2				
	2		2	6				1						
16	17	2	35	77	21	8		29	1		1	11	12	
		1	1	2										
	1		1	4										
	1		1	6	5			5						
100	315	20	435	1,954	620	46	64	730	121	102	216	112	88	
62	196	8	266	1,389	581	13	35	629	428	224	479	56	85	
162	511	28	701	3,343	1,201	59	99	1,359	549	326	695	168	173	

## 258 TWENTIETH REPORT OF CIVIL SERVICE COMMISSION.

TABLE 15.—Showing number and percentage of separations from the seven largest post-offices.

Post-office and period.	Competitive.								Excepted and unclassified.		Aggregate.	Per cent of whole number of employees.
	Removed.		Resigned.		Died.		Total.		Total.			
	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.	Number.	Per cent of force.		
New York:												
July, 1896, to June, 1897....	57	1.67	65	2.0	35	1.0	157	4.67	32	10.0	189	5.2
July, 1897, to June, 1898....	69	2.0	64	2.0	43	1.3	176	5.3	27	9.0	203	5.6
July, 1898, to June, 1899....	61	1.9	87	2.6	49	1.5	197	6.0	7	2.13	204	5.6
July, 1899, to June, 1900....	68	2.0	89	2.6	47	1.3	204	6.0	10	3.25	214	5.6
July, 1900, to June, 1901....	53	1.24	91	2.12	90	1.9	183	4.27	31	9.80	217	4.68
July, 1901, to June, 1902....	47	1.1	91	2.10	35	.9	173	4.1	1	.5	174	3.9
July, 1902, to June, 1903....	161	4.0	121	3.0	47	1.2	329	8.2	14	4.5	343	7.0
Chicago:												
July, 1896, to June, 1897....	53	2.0	61	2.5	23	1.0	137	5.5	38	13.67	175	6.1
July, 1897, to June, 1898....	32	1.5	92	3.3	18	.67	142	5.5	78	28.0	220	7.6
July, 1898, to June, 1899....	36	1.4	95	3.6	19	.7	150	5.7	48	17.2	198	6.9
July, 1899, to June, 1900....	42	1.5	183	6.0	22	.75	248	8.25	43	15.12	290	8.0
July, 1900, to June, 1901....	52	1.6	197	6.0	51	1.56	300	9.2	125	41.39	425	11.65
July, 1901, to June, 1902....	36	1.3	202	6.0	17	.65	255	7.95	59	27.0	314	8.0
July, 1902, to June, 1903....	40	1.4	161	5.0	27	.9	228	7.3	25	15.0	253	6.6
Philadelphia:												
July, 1896, to June, 1897....	33	2.0	14	1.0	18	1.0	65	4.0	20	10.0	85	4.9
July, 1897, to June, 1898....	126	8.0	37	2.25	17	1.0	180	11.25	151	76.0	331	17.8
July, 1898, to June, 1899....	48	3.3	55	3.6	12	.8	115	7.7	53	26.5	168	9.2
July, 1899, to June, 1900....	50	3.5	50	3.5	24	1.5	124	8.5	22	11.0	146	8.0
July, 1900, to June, 1901....	42	2.11	44	2.21	22	1.1	108	5.43	30	16.76	138	6.36
July, 1901, to June, 1902....	32	1.6	42	2.11	17	.9	91	4.61	2	2.6	93	4.65
July, 1902, to June, 1903....	32	1.6	62	3.2	25	1.5	119	6.3	36	18.0	155	7.0
Brooklyn:												
July, 1896, to June, 1897....	10	1.1	15	1.5	8	.8	33	3.5	37	20.75	70	6.9
July, 1897, to June, 1898....	27	3.0	7	.7	9	1.0	43	4.7	131	73.0	154	14.3
July, 1898, to June, 1899....	29	3.2	13	1.4	8	.8	50	5.5	41	23.0	91	8.3
July, 1899, to June, 1900....	30	3.3	12	1.3	10	1.0	52	5.6	84	42.0	136	13.0
July, 1900, to June, 1901....	15	1.33	23	2.04	14	1.24	52	4.62	41	43.16	93	7.62
July, 1901, to June, 1902....	14	1.2	16	1.35	15	1.25	45	3.80	36	20.0	81	6.6
July, 1902, to June, 1903....	6	.5	28	2.0	11	.9	45	3.4	31	15.0	76	6.2
St. Louis:												
July, 1896, to June, 1897....	16	2.0	24	3.5	2	.25	42	5.62	14	20.0	56	7.6
July, 1897, to June, 1898....	6	.9	22	3.2	6	.9	34	5.0	43	61.0	77	10.6
July, 1898, to June, 1899....	20	3.0	21	3.1	2	.3	43	6.4	4	5.7	47	6.3
July, 1899, to June, 1900....	27	4.0	77	10.0	7	1.0	111	15.0	6	7.25	117	15.0
July, 1900, to June, 1901....	22	2.28	71	7.38	3	.31	96	9.97	1	.73	97	8.83
July, 1901, to June, 1902....	8	.8	37	4.0	4	.4	49	5.2	1	.7	50	4.5
July, 1902, to June, 1903....	12	1.2	50	5.0	7	.7	69	6.9	35	42.0	104	10.0
Boston:												
July, 1896, to June, 1897....	3	.2	14	1.0	14	1.0	31	2.2	24	16.17	55	3.6
July, 1897, to June, 1898....	10	.75	28	2.0	13	1.0	51	3.75	40	27.0	91	6.0
July, 1898, to June, 1899....	5	.4	15	1.1	13	1.0	33	2.5	51	47.17	84	5.5
July, 1899, to June, 1900....	19	1.3	21	1.5	17	1.5	57	4.0	40	27.0	97	6.0
July, 1900, to June, 1901....	21	1.3	15	.93	16	1.0	52	3.2	55	40.0	107	6.0
July, 1901, to June, 1902....	12	.8	19	1.2	11	7.8	42	2.8	14	23.0	56	3.1
July, 1902, to June, 1903....	33	2.2	34	2.2	14	.9	81	5.3	19	27.0	100	5.5
Baltimore:												
July, 1896, to June, 1897....	3	.5	6	1.0	6	1.0	15	2.5	11	8.2	26	3.6
July, 1897, to June, 1898....	3	.5	5	.9	5	.9	13	2.3	6	4.8	19	2.8
July, 1898, to June, 1899....	6	1.0	12	2.0	5	.9	23	3.9	27	21.6	60	8.8
July, 1899, to June, 1900....	5	.8	9	1.5	9	1.5	23	3.8	25	17.8	48	7.0
July, 1900, to June, 1901....	5	.77	15	2.3	7	1.07	27	4.1	28	54.0	55	7.8
July, 1901, to June, 1902....	7	1.0	4	.6	6	.8	17	2.4	13	54.0	30	3.9
July, 1902, to June, 1903....	3	.3	10	1.3	10	1.3	23	2.9	13	54.0	36	4.0

TABLE 16.—*Showing the number of clerks and subclerks, carriers and subcarriers, clerks in charge of substations, laborers, and number of excepted positions in seven of the largest post-offices during the fiscal year ended June 30, 1903.*

Office.	Clerks.	Subs.	Total.	Carriers.	Subs.	Total.	Total number of classified employees.	Number of clerks in charge of stations.	Laborers.	Excepted.	Total.
New York .....	2,077	302	2,379	1,596	315	1,911	4,290	156	183	8	4,637
Chicago .....	1,537	124	1,661	1,314	284	1,598	3,259	154	140	8	3,561
Philadelphia .....	777	64	841	931	216	1,147	1,988	102	70	7	2,167
Brooklyn .....	314	41	355	635	135	770	1,125	59	30	6	1,220
St. Louis .....	419	84	503	415	44	459	962	92	38	6	1,098
Boston .....	680	45	725	800	94	894	1,619	72	60	6	1,757
Baltimore .....	240	28	268	336	52	388	656	28	22	2	708





SERVICE.<sup>a</sup>

excess of \$50,000, and also the total number of changes of all other ports, for the fiscal June 30, 1903.

Appoint- ments—Con.		Separations.								Selected, not appointed.				Tempo- rary.		Trans- fers.		
Rein- state- ments.	Total appointments.	Nonexcepted.				Excepted and unclas- sified.				Total separations.	Declined appointment.	Failed to qualify.	Failed to report.	Total.	Appointments.	Separations.	To this office.	From this office.
		Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.									
Soldiers and sailors.	Civilians.																	
7		25	2	4	6	12	1	3	4	16	1		1					
		49		8	13	21		2	3	24	1		1					
	2	5	1			1				1								
		12	3	1	1	5	1		3	8	6		5					
		20	5	1	1	7		4	1	12								
		3								2								
		3	1			1	1		1	3								
		3				1				3								
1	1	4	1	1	1	3		1	1	5								
		19	2	5		7	2	5	1	15								
3		56	3	10	2	15	25	12	37	52	1		1					
		3				1				1								
6	2	268	23	70	34	127	51	32	8	218	21	8	29	142	111	5		
16	1	69	4	7	3	14	1	33		48								
		2							1	1	1		1					
		1	2			2		2		4								
		22	1	2		3		2		6								
		4	1		1	2				2								
		3	3			3				3	6		5					
2		50	3	2	5	10	6	6		22								
		8	1	3		4				4								
		9		4		4		2		6								
35	6	628	56	118	68	242	89	104	17	452	35	8	43	174	138	11		
3	2	128	12	22	14	48	17	20	2	87	15	1	3	44	39	2		
38	8	756	68	140	82	290	106	124	19	539	50	9	3	62	218	177	13	

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TABLE 18.—*Showing removals from the Custom-House Service, by years, from July 1, 1886, to June 30, 1903.*

Year.	Number of removals in excepted, competitive, and unclassified positions.	Number of persons in the classified competitive service.
July 1, 1886, to June 30, 1887 <sup>a</sup> .....	46	2, 573
July 1, 1887, to June 30, 1888 .....	242	2, 598
July 1, 1888, to June 30, 1889 <sup>a</sup> .....	87	<sup>b</sup> 2, 800
July 1, 1889, to June 30, 1890 .....	184	3, 257
July 1, 1890, to June 30, 1891 .....	171	3, 372
July 1, 1891, to June 30, 1892 .....	180	3, 420
July 1, 1892, to June 30, 1893 .....	116	3, 514
July 1, 1893, to June 30, 1894 .....	541	3, 625
July 1, 1894, to June 30, 1895 .....	250	3, 756
July 1, 1895, to June 30, 1896 .....	146	4, 550
July 1, 1896, to June 30, 1897 .....	178	4, 933
July 1, 1897, to June 30, 1898 .....	560	4, 933
July 1, 1898, to June 30, 1899 .....	331	5, 024
July 1, 1899, to June 30, 1900 .....	140	5, 115
July 1, 1900, to June 30, 1901 .....	230	5, 142
July 1, 1901, to June 30, 1902 .....	154	5, 211
July 1, 1902, to June 30, 1903 .....	174	<sup>b</sup> 5, 427
Total .....	3, 730	.....

<sup>a</sup> Incomplete.

<sup>b</sup> Estimated.

### Removals from competitive positions:

July 1, 1896, to June 30, 1897 .....	150, or 3.33 per cent.
July 1, 1897, to June 30, 1898 .....	233, or 6.1 per cent.
July 1, 1898, to June 30, 1899 .....	211, or 4.6 per cent.
July 1, 1899, to June 30, 1900 .....	80, or 1.6 per cent.
July 1, 1900, to June 30, 1901 .....	140, or 2.74 per cent.
July 1, 1901, to June 30, 1902 .....	75, or 1.44 per cent.
July 1, 1902, to June 30, 1903 .....	68, or 1.25 per cent.

TABLE 19.—Showing number appointed from competitive examinations in the New York custom-house during each fiscal year, commencing July 1, 1883, and the number removed of those so appointed during the same period.

Year.	Clerk.		Inspect-or.		Sam-pler.		Assist-ant weigh-er.		Messen-ger.		Junior clerk.		Night inspect-or.		Opener and packer.		Watch-man.		Attend-ant.	
	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.
1883-84	13	7	11	1	3	3	1	1	1	1	1	1	8	4	1	1	1	1	1	1
1884-85	22	11	27	3	13	1	3	1	1	1	1	1	22	1	26	2	6	1	1	1
1885-86	49	1	27	3	2	1	3	1	1	1	1	1	23	7	1	6	1	1	1	1
1886-87	81	2	45	3	2	1	27	1	1	1	1	1	14	15	3	2	1	1	1	1
1887-88	94	7	44	1	1	1	25	1	1	1	1	1	12	8	3	2	1	1	1	1
1888-89	110	7	44	1	1	1	25	1	1	1	1	1	12	8	3	2	1	1	1	1
1889-90	19	7	4	9	4	3	16	1	1	1	1	1	3	14	3	12	1	1	1	1
1890-91	42	7	16	8	2	1	1	1	1	1	1	1	23	14	5	7	1	1	1	1
1891-92	32	18	25	3	6	3	12	6	1	1	1	1	3	3	4	7	1	1	1	1
1892-93	29	6	6	3	1	1	7	2	1	1	1	1	6	6	1	1	1	1	1	1
1893-94	39	2	8	1	1	1	2	1	1	1	1	1	12	6	1	1	1	1	1	1
1894-95	43	8	7	2	7	15	2	5	1	1	1	1	14	7	1	1	1	1	1	1
1895-96	18	16	16	4	3	1	31	1	24	3	1	1	13	1	12	8	5	1	1	1
1896-97	3	12	8	4	1	2	7	7	1	1	1	1	5	6	1	1	1	1	1	1
1897-98	7	8	1	1	1	22	5	11	1	1	1	1	3	5	1	1	1	1	1	1
1898-99	27	3	12	3	14	1	10	13	16	29	1	4	1	20	1	1	1	1	1	1
1899-1900	12	4	1	11	1	17	3	16	2	18	6	6	2	5	1	6	4	1	1	1
1900-1901	30	11	54	57	9	1	8	2	16	1	21	2	7	1	3	2	15	13	2	1
1901-1902	17	5	16	2	2	1	18	2	6	1	7	3	1	16	2	2	1	3	3	1
1902-1903	3	5	5	7	7	12	16	2	39	1	30	1	29	6	6	6	3	3	3	1
Total.....	690	96	367	107	96	15	218	62	117	9	120	4	210	41	174	37	51	21	26	2

Year.	Fore-man.		La-borer.		Inspect-ress.		Exam-iner.		Assist-ant gauger.		Assist-ant book-binder.		Weigh-er.		Stenog-rapher and type-writer.		Carpen-ter.		Total.	
	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.	Appointed.	Removed.
1883-84	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	28	1
1884-85	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	52	1
1885-86	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	164	12
1886-87	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	209	7
1887-88	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	215	13
1888-89	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	214	13
1889-90	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	39	76
1890-91	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	91	35
1891-92	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	88	39
1892-93	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	53	9
1893-94	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	69	2
1894-95	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	110	13
1895-96	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	143	11
1896-97	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	27	25
1897-98	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	60	19
1898-99	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	153	27
1899-1900	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	103	17
1900-1901	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	171	97
1901-1902	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	99	15
1902-1903	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	161	23
Total.....	4	2	16	1	18	14	127	22	11	5	1	1	3	2	1	1	1	1	2,249	441

INTERNAL-REVENUE SERVICE.<sup>a</sup>

TABLE 20.—Showing changes in the Internal-Revenue Service during the fiscal year ended June 30, 1903.

Office.	Appointments.										Separations.						Selected, not appointed.				Temporary.			Remarks.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																										
	Original appointments.										Nonexcepted.						Excepted and unclassified.						Through certification.				Without certification.			Separations of same.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																				
	Reinstate-ments.										Total appointments.						Deaths.						Total separations.						Declined.				Failed to qualify.				Failed to report.				Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									
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	Clerks.	Male.	Female.	Storekeepers.	Gaugers.	Storekeeper-gaugers.	Excepted, deputy collectors.	Excepted, store-keeper-gaugers.	Total excepted.	Soldiers and sailors.	Civilians.	Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.		Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																		
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1 gauger transferred to third district of New York; 1 gauger transferred from first district of New York.

1 transfer from Internal Revenue Bureau as storekeeper-gauger; 1 deputy collector transferred to position of clerk.

1 deputy collector transferred to position of clerk; 1 messenger boy appointed.

1 gauger transferred to fourteenth district of New York.



TABLE 20.—Showing changes in the Internal-Revenue Service during the fiscal year ended June 30, 1903—Continued.

Office.	Appointments.										Separations.						Selected, not appointed.				Temporary.		Remarks.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																												
	Original appointments.										Nonexcepted.						Excepted and unclassified.				Total.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																														
	Nonexcepted.										Deaths.						Total separations.				Declined.				Failed to report.				Through certification.				Without certification.				Separations of same.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																														
	Total.										Deaths.						Total.				Total.				Failed to qualify.				Failed to certify.				Separations of same.				Without certification.				Separations of same.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																										
	Male.	Female.	Storekeepers.	Gaugers.	Storekeepers.	Excused, deputy collectors.	Excused, store-keepers.	Total excepted.	Soldiers and sailors.	Civilians.	Total appointments.	Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.	Total.	Removals.	Resignations.	Deaths.		Total.	Declined.	Failed to report.	Total.	Through certification.	Without certification.	Separations of same.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
Nashville, Tenn.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																			</

1 deputy collector transferred to position of storekeeper-gauger; 1 messenger transferred to division headquarters Rural Free-Delivery Service at Nashville, Tenn.; 1 storekeeper-gauger transferred to Nashville post-office.

1 gauger transferred from fourteenth district of New York.

1 clerk transferred to chief deputy collector Washington district.

1 deputy collector transferred to position of storekeeper-gauger.





## ENTIRE CLASS

TABLE 21.—*Showing changes in the executive*

[Summary of the totals of

Branch of service.	Appointments.								
	Competitive positions.						Excepted and noncom- petitive positions.	Unclassified.	Grand total.
	Through exami- nation.	By reinstatement and re- employment.		By transfer.	Temporary.	Total.			
		Soldiers, sailors, etc.	Civilians.						
Departmental.....	7,839	45	3,030	473	7,622	18,908	1,517	1,432	21,957
Government Printing Office ..	226	5	40	7	408	686	1	73	760
Post-Office Service ..	6,378	11	109	168	889	7,555	192	1,352	9,099
Customs Service .....	405	38	8	13	218	682	74	231	987
Internal-Revenue Service ....	121	19	5	.....	59	204	359	.....	563
Total.....	14,969	118	3,192	661	9,196	28,035	2,143	3,088	33,366

<sup>a</sup> For a historical sketch of the various classifications see page 206, this report.<sup>b</sup> This number is exclusive of appointments made under navy-yard regulations, and does not include appointments by transfer and promotion on noncompetitive examination.

**TWENTIETH REPORT OF CIVIL SERVICE COMMISSION. 269**

**FIELD SERVICE.<sup>a</sup>**

*civil service during the year ended June 30, 1903.*

**Tables 11, 14, 16, and 19.]**

Separations.												
Competitive positions.								Excepted, non competitive, and unclassified positions.				Grand total.
Removed.	Resigned.	Died.	Probationers dropped.	Furloughed, laid off, or suspended.	By transfer.	Temporary.	Total.	Removed.	Resigned.	Died.	Total.	
783	2,931	363	39	3,081	269	7,194	14,660	648	782	24	1,774	16,434
113	108	38	.....	.....	3	671	933	24	62	4	90	1,023
559	1,761	322	.....	.....	173	695	3,510	162	511	28	701	4,211
68	140	82	.....	.....	3	177	470	106	124	19	249	719
49	77	41	.....	.....	.....	54	221	106	205	17	328	549
1,572	5,017	846	39	3,081	448	8,791	19,794	1,046	1,684	92	3,142	22,936



TABLE 24.—Showing, by legal residence and Departments, the number of persons for whose transfer within the nonapportioned service certificates were issued during the year ended June 30, 1903.

[illegible]



TABLE 26.—*Showing, by legal residence and departments, the number of persons for whose transfer to the nonapportioned service from the apportioned service certificates were issued during the year ended June 30, 1903.*

State or Territory.	War.	Navy.	Treasury.	Interior.	Post-Office.	Commission of Fish and Fisheries.	Total.
Alabama	1		1				2
Arkansas	1	1	1				3
California	1			1			2
Colorado			1		1		2
Delaware			1				1
District of Columbia	5	1	4		2		12
Georgia	1			1	1		3
Idaho				1			1
Illinois	1		2		1		4
Indiana					1		1
Iowa			1	3	1		5
Kansas			1				1
Kentucky				1			1
Maryland	1		1	2			4
Massachusetts	2	1	1				4
Michigan					1		1
Minnesota		1					2
Mississippi			1				1
Missouri					1		1
New Jersey			2				2
New York	1		2	1	1		5
North Carolina					1		1
Ohio	1		1		1		3
Pennsylvania		1	4		1		6
South Carolina	1						1
South Dakota	1			1			2
Tennessee	1		3	1			5
Texas						1	1
Utah				1			1
Virginia	1						1
West Virginia			1	1			2
Wisconsin			1				1
Total	19	5	29	14	13	1	
Grand total							81

TABLE 27.—*Showing, for the year ended June 30, 1903, by legal residence and departments, the number of persons for whose reinstatements to apportioned positions certificates were issued upon requisitions made within a year of their separation.*

State or Territory.	War.	Navy.	Treasury.	Interior.	Post-Office.	Agriculture.	Labor.	Total.
Alabama				1				1
Arkansas			2					2
California						1		1
Connecticut			1					1
District of Columbia	2		1	1	1			5
Georgia	1		1					2
Illinois			1	2				3
Indiana	1							1
Iowa			1					1
Kentucky				2				2
Louisiana			1					1
Maine			1			1		2
Maryland			2					2
Massachusetts	1		1	1				3
Michigan			4	1				5
Mississippi				1				1
Missouri			2				1	3
Nebraska					1			1

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TABLE 27.—*Showing, for the year ended June 30, 1903, by legal residence and departments, the number of persons for whose reinstatements to apportioned positions certificates were issued upon requisitions made within a year of their separation—Continued.*

State or Territory.	War.	Navy.	Treasury.	Interior.	Post-Office.	Agriculture.	Labor.	Total.
New Hampshire .....				1				1
New Jersey .....			3					3
New York .....	1	1	5	1	1			9
Ohio .....			4					4
Pennsylvania .....			3	1		1		4
South Carolina .....			1					1
Tennessee .....			1	1				2
Utah .....			1					1
Virginia .....	1			2	1	1		5
West Virginia .....	1		1					2
Wisconsin .....				1				1
Total .....	8	1	41	17	4	4	1	76
Grand total .....								76

TABLE 28.—*Showing, by legal residence and Departments, the number of persons for whose reinstatements to apportioned positions certificates were issued under military proviso of Rule IX, during year ended June 30, 1903.*

State or Territory.	War.	Navy.	Treasury.	Interior.	Post-Office.	Total.
California .....		1	1	1		3
District of Columbia .....	1		1	2		4
Illinois .....	1					1
Indiana .....			1			1
Massachusetts .....				1		1
Michigan .....			1			1
Nebraska .....			1			1
New Hampshire .....			1			1
New York .....			1		2	3
Ohio .....			1			1
Pennsylvania .....			1		1	2
Tennessee .....		1				1
Total .....	2	2	9	4	3	20
Grand total .....						20

TABLE 29.—Showing, for the year ended June 30, 1903, by legal residence and Departments, the number of persons for whose reinstatements to nonapportioned positions certificates were issued upon requisitions made within a year of their separation.

[illegible]



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TABLE 30.—Showing, by legal residence and Departments, the number of persons for whose reinstatements to nonapportioned positions certificates were issued under military proviso of Rule IX during the year ended June 30, 1903.

State or Territory,	War.	Navy.	Treasury.	Interior.	Post-Office.	Government Print- ing Office.	Total.
Alabama.....			1				1
California.....			4		2		6
District of Columbia.....	1		2			2	5
Illinois.....	1		2		4		7
Indiana.....			2		3		5
Iowa.....				1	1		2
Kansas.....			1				1
Kentucky.....			13		1		14
Louisiana.....			6				6
Maine.....			1			1	2
Maryland.....	1		9		2		12
Missouri.....		1	1		2		4
New York.....			8		1	1	10
Nevada.....				1			1
Ohio.....	1		1		1		3
Pennsylvania.....			10		2		12
South Carolina.....			1				1
Texas.....			1				1
Virginia.....	1			1		1	3
Washington.....					1		1
Wisconsin.....			1	1	2		4
Total.....	5	1	61	4	22	5	101
Grand total.....							101

TABLE 31.—Showing, by Departments and branches of the service, temporary appointments made permanent under section 17, of Rule VIII, from May 29, 1899, to June 30, 1903.

[Rule continued in Schedule A.]

Department of State.....	2
Treasury Department proper.....	2
Bureau of Engraving and Printing.....	28
Coast and Geodetic Survey.....	7
Custodian and janitor service.....	21
Customs service.....	84
Immigration service.....	8
Light-House service.....	83
Marine-Hospital service.....	74
Mint and assay service.....	131
Shipping commissions.....	1
Special agents.....	4
Steamboat-Inspection service.....	3
Subtreasury service.....	4
Total.....	400
War Department proper.....	12
Engineer Department at large.....	13
Headquarters of the Army.....	1
Medical Department at large.....	19
Military Academy.....	1
Ordinance Department at large.....	29
Pay Department at large.....	39
Quartermaster's Department at large.....	a 538
Signal Service at large.....	10
Subsistence Department at large.....	59
Military Government in Cuba.....	b 127
Total.....	648

a The number of temporary appointments made permanent in the Quartermaster's Department at large is given as 374 in the Sixteenth Report. It was impossible at the time to obtain for formal approval a list of the temporary appointments due to the Spanish-American war emergency, but the Assistant Secretary of War, on October 20, 1899, wrote to the Commission, transmitting the names of temporary employees who were in the service on May 29, 1899, and were still serving, and requested the Commission to approve their permanent appointments. This list included the names of 374 employees in the Quartermaster's Department at large, and the Commission approved their permanent appointments on November 23, 1899. A subsequent list from the War Department of "all persons who have received permanent appointments in the Quartermaster's Department at large" materially reduced this number, not all who were included in the first list having actually received permanent appointment.

b Only 71 were permanently appointed.

TWENTIETH REPORT OF CIVIL SERVICE COMMISSION. 277

Navy Department proper	2
Outside Navy Department proper	44
Total	46
Post-Office Department proper	15
Post-Office service	16
Total	31
Interior Department proper	6
General Land Office	5
Indian service	41
Land service	16
Pension agency service	11
Surveyor-General's Office	10
Total	92
Department of Justice	2
Department of Agriculture proper	2
Outside Department proper	7
Total	9
Government Printing Office	22
Fish Commission	1
State, War, and Navy Department building	1
National Museum	5
Grand total	1,259

TABLE 32.—*Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service during the several periods covered by the reports of the Commission.*

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
DEPARTMENTAL SERVICE.						
July 16, 1883, to January 15, 1884	5,517	784	459	58.5	48	10.5
January 16, 1884, to January 15, 1885	5,517	2,276	1,338	58.8	432	32.3
January 16, 1885, to January 15, 1886	5,700	1,751	1,038	59.2	239	23.0
January 16, 1886, to January 15, 1887	6,000	2,304	1,583	68.7	392	24.7
January 16, 1887, to June 30, 1887	6,272	2,023	1,394	68.9	155	11.1
July 1, 1887, to June 30, 1888	8,212	2,699	1,736	64.3	352	20.2
July 1, 1888, to June 30, 1889	8,436	3,697	2,182	59.0	387	17.7
July 1, 1889, to June 30, 1890	8,436	3,751	2,117	56.5	557	26.3
July 1, 1890, to June 30, 1891	9,560	5,251	3,366	64.1	1,152	34.2
July 1, 1891, to June 30, 1892	9,560	3,919	2,604	66.5	478	18.3
July 1, 1892, to June 30, 1893	10,048	2,446	1,664	68.4	365	21.8
July 1, 1893, to June 30, 1894	10,604	3,532	2,366	67.0	386	16.2
July 1, 1894, to June 30, 1895	11,776	3,231	1,843	57.4	409	22.8
July 1, 1895, to June 30, 1896	40,970	8,443	2,024	58.8	442	21.7
July 1, 1896, to June 30, 1897	37,500	12,098	6,834	56.5	666	9.2
July 1, 1897, to June 30, 1898	37,500	17,323	12,135	70.1	3,526	20.0
July 1, 1898, to June 30, 1899	37,500	25,281	19,208	76.0	5,217	27.2
July 1, 1899, to June 30, 1900	37,500	17,165	12,821	74.7	4,416	34.4
July 1, 1900, to June 30, 1901	44,800	16,973	12,401	73.1	4,232	34.1
July 1, 1901, to June 30, 1902	45,975	20,677	14,702	71.1	4,897	24.7
July 1, 1902, to June 30, 1903	48,000	48,627	41,178	84.7	21,163	51.1
Total		199,254	144,993	72.8	49,911	34.4
RAILWAY MAIL SERVICE.						
May 1, 1889, to June 30, 1889	5,448	2,236	1,802	80.6	125	6.9
July 1, 1889, to June 30, 1890	5,836	4,463	3,129	70.2	1,400	44.7
July 1, 1890, to June 30, 1891	6,032	3,706	2,588	69.8	1,062	41.0
July 1, 1891, to June 30, 1892	6,417	4,597	2,949	64.2	1,199	40.6
July 1, 1892, to June 30, 1893	6,645	3,555	2,316	65.2	993	42.9
July 1, 1893, to June 30, 1894	6,852	4,267	3,120	73.3	718	23.0
July 1, 1894, to June 30, 1895	7,045	4,641	3,107	67.0	643	20.7
July 1, 1895, to June 30, 1896	7,408	5,113	3,127	61.2	655	21.9
July 1, 1896, to June 30, 1897	7,573	6,431	4,710	73.2	381	8.1
July 1, 1897, to June 30, 1898	7,999	4,799	3,828	79.8	698	18.2
July 1, 1898, to June 30, 1899	8,388	5,220	4,319	82.7	774	17.9
July 1, 1899, to June 30, 1900	8,696	4,488	3,644	85.7	736	19.1
July 1, 1900, to June 30, 1901	8,975	4,359	3,593	82.4	816	22.7
July 1, 1901, to June 30, 1902	9,000	377	258	68.4	1,017	(a)
July 1, 1902, to June 30, 1903	10,000	3,441	2,686	78.1	1,784	66.4
Total		61,693	45,376	73.6	14,001	28.6

<sup>a</sup> On account of the abundance of eligibles remaining from previous year, but few examinations were held, percentage upon the basis of these figures would therefore be deceptive.

## 278 TWENTIETH REPORT OF CIVIL SERVICE COMMISSION.

TABLE 32.—Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service during the several periods covered by the reports of the Commission—Continued.

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
INDIAN SERVICE.						
October 13, 1891, to June 30, 1892.....	626	158	94	59.5	10	10.6
July 1, 1892, to June 30, 1893.....	650	471	294	60.3	141	49.7
July 1, 1893, to June 30, 1894.....	740	431	290	67.3	166	57.3
July 1, 1894, to June 30, 1895.....	740	695	325	46.8	121	37.2
July 1, 1895, to June 30, 1896.....	1,896	615	387	62.9	88	22.7
July 1, 1896, to June 30, 1897.....	1,896	724	370	51.1	103	28.0
July 1, 1897, to June 30, 1898.....	1,800	503	296	58.8	212	71.6
July 1, 1898, to June 30, 1899.....	1,800	412	234	56.8	218	93.6
July 1, 1899, to June 30, 1900.....	1,890	586	323	55.1	280	83.1
July 1, 1900, to June 30, 1901.....	1,925	269	116	43.1	164	(a)
July 1, 1901, to June 30, 1902.....	1,925	767	396	51.6	177	(a)
July 1, 1902, to June 30, 1903.....	2,000	718	376	52.4	217	(a)
Total.....		6,349	3,491	55.0	1,897	(a)
GOVERNMENT PRINTING SERVICE.*						
June 13, 1895, to June 30, 1895.....	2,736	1,502	1,073	71.4	177	16.5
July 1, 1895, to June 30, 1896.....	2,816	661	569	86.1	155	26.5
July 1, 1896, to June 30, 1897.....	2,816	517	511	93.4	245	47.9
July 1, 1897, to June 30, 1898.....	2,816	631	589	93.3	245	50.0
July 1, 1898, to June 30, 1899.....	2,816	2,349	2,126	90.5	236	11.1
July 1, 1899, to June 30, 1900.....	3,500	1,709	1,554	90.9	172	11.1
July 1, 1900, to June 30, 1901.....	3,750	896	774	86.4	221	28.6
July 1, 1901, to June 30, 1902.....	3,750	3,593	3,249	90.4	254	7.8
Total.....		11,888	10,445	87.9	1,705	16.3
CUSTOM-HOUSE SERVICE.						
July 16, 1883, to January 15, 1884.....	2,573	817	466	57.0	69	14.8
January 16, 1884, to January 15, 1885.....	2,573	838	541	64.6	119	22.0
January 16, 1885, to January 15, 1886.....	2,573	1,735	1,043	60.1	169	16.2
January 16, 1886, to January 15, 1887.....	2,573	4,058	2,547	62.8	641	25.2
January 16, 1887, to June 30, 1887.....	2,598	2,479	1,500	60.5	340	22.7
July 1, 1887, to June 30, 1888.....	2,800	2,425	1,379	56.8	331	24.0
July 1, 1888, to June 30, 1889.....	3,257	3,587	1,797	50.1	375	20.8
July 1, 1889, to June 30, 1890.....	3,372	1,579	992	62.8	320	32.3
July 1, 1890, to June 30, 1891.....	3,420	1,624	962	59.3	161	16.7
July 1, 1891, to June 30, 1892.....	3,514	2,491	1,270	51.0	287	22.6
July 1, 1892, to June 30, 1893.....	3,625	3,372	2,012	59.7	280	13.9
July 1, 1893, to June 30, 1894.....	3,756	3,031	1,734	57.3	272	15.7
July 1, 1894, to June 30, 1895.....	4,550	4,018	2,769	68.9	460	16.6
July 1, 1895, to June 30, 1896.....	4,933	7,296	4,498	61.7	100	2.2
July 1, 1896, to June 30, 1897.....	4,933	5,340	3,745	70.1	202	5.4
July 1, 1897, to June 30, 1898.....	5,024	6,454	4,722	73.2	351	7.4
July 1, 1898, to June 30, 1899.....	5,115	4,968	4,116	82.9	210	5.1
July 1, 1899, to June 30, 1900.....	5,142	3,433	2,856	83.2	527	18.4
July 1, 1900, to June 30, 1901.....	5,211	6,179	4,906	79.4	407	8.3
July 1, 1901, to June 30, 1902.....	5,600	6,274	4,885	77.9	570	11.7
Total.....		71,998	48,740	67.7	6,191	12.7
INTERNAL-REVENUE SERVICE.						
May 7, 1895, to June 30, 1895.....	3,168	2,055	960	46.7	116	12.1
July 1, 1895, to June 30, 1896.....	3,168	3,135	1,559	49.7	75	4.9
July 1, 1896, to June 30, 1897.....	3,168	2,309	924	40.0	229	24.8
July 1, 1897, to June 30, 1898.....	1,876	657	388	59.1	168	43.3
July 1, 1898, to June 30, 1899.....	1,876	462	288	62.3	80	27.8
July 1, 1899, to June 30, 1900.....	1,863	419	252	56.1	87	34.5
July 1, 1900, to June 30, 1901.....	2,015	1,057	615	58.2	251	40.8
July 1, 1901, to June 30, 1902.....	2,250	611	389	63.7	123	31.6
Total.....		10,735	5,375	50.1	1,130	21.0

\* By the revision of the rules of May 6, 1896, the Indian Service was made a part of the Departmental Service, but for the purpose of comparison with previous years the Commission has, in its annual reports, kept separate statistics for this service. Only about one-half of the appointments in the Indian Service from July 1, 1900, to June 30, 1903, were made from examinations for positions belonging exclusively to the Indian Service, the remainder being made from examinations for positions in the Departmental Service generally. Percentages relating exclusively to the Indian Service can not therefore be given.

TABLE 32.—Showing, for all branches of the classified service, the number examined, the number that passed, the per cent that passed, the number appointed, the per cent appointed of those that passed, and the approximate number of competitive positions in the service during the several periods covered by the reports of the Commission—Continued.

Branch of service and period covered.	Approximate number of competitive positions.	Examined.	Passed.	Per cent that passed.	Appointed.	Per cent appointed of those that passed.
<b>POST-OFFICE SERVICE.</b>						
July 16, 1883, to January 15, 1884.....	5,690	1,941	1,119	57.7	372	33.2
January 16, 1884, to January 15, 1885.....	7,500	3,233	2,262	70.0	1,249	55.2
January 16, 1885, to January 15, 1886.....	9,000	4,113	2,953	71.8	1,473	49.9
January 16, 1886, to January 15, 1887.....	10,500	7,467	5,222	69.9	3,254	62.3
January 16, 1887, to June 30, 1887.....	11,767	6,103	3,632	59.5	1,924	53.0
July 1, 1887, to June 30, 1888.....	12,966	10,702	6,615	61.8	2,988	44.4
July 1, 1888, to June 30, 1889.....	13,097	11,193	6,904	61.7	2,850	41.2
July 1, 1889, to June 30, 1890.....	14,909	8,538	5,840	68.4	2,861	48.9
July 1, 1890, to June 30, 1891.....	17,500	9,162	5,551	60.6	2,113	38.2
July 1, 1891, to June 30, 1892.....	23,058	15,875	8,474	53.3	2,505	29.6
July 1, 1892, to June 30, 1893.....	24,000	25,777	14,343	55.7	3,154	19.7
July 1, 1893, to June 30, 1894.....	25,000	19,438	12,802	65.9	3,348	26.2
July 1, 1894, to June 30, 1895.....	25,316	14,433	10,374	71.9	3,148	30.3
July 1, 1895, to June 30, 1896.....	26,000	20,226	10,934	54.1	1,570	14.4
July 1, 1896, to June 30, 1897.....	31,000	14,891	9,161	61.5	2,758	30.1
July 1, 1897, to June 30, 1898.....	35,650	10,509	6,852	65.2	2,384	37.7
July 1, 1898, to June 30, 1899.....	37,000	16,584	11,447	69.0	3,931	34.3
July 1, 1899, to June 30, 1900.....	40,000	20,901	12,749	61.0	4,226	33.6
July 1, 1900, to June 30, 1901.....	40,114	30,605	18,558	61.6	6,328	33.5
July 1, 1901, to June 30, 1902.....	50,500	46,565	35,220	75.6	16,159	45.8
July 1, 1902, to June 30, 1903.....						
Total.....		298,256	191,312	64.1	68,745	35.9
<b>SUMMARY.</b>						
July 16, 1883, to January 15, 1884.....	13,780	3,542	2,044	57.7	489	23.9
January 16, 1884, to January 15, 1885.....	15,590	6,347	4,141	65.2	1,800	43.5
January 16, 1885, to January 15, 1886.....	17,273	7,602	5,034	66.2	1,881	37.4
January 16, 1886, to January 15, 1887.....	19,345	15,852	10,746	67.8	4,442	41.3
January 16, 1887, to June 30, 1887.....	22,577	11,281	6,868	60.9	2,616	38.0
July 1, 1887, to June 30, 1888.....	29,650	19,060	11,978	62.8	3,781	31.6
July 1, 1888, to June 30, 1889.....	30,626	22,994	13,947	60.7	5,182	37.2
July 1, 1889, to June 30, 1890.....	33,873	19,074	12,786	67.0	5,395	42.0
July 1, 1890, to June 30, 1891.....	37,523	19,460	12,160	62.5	3,961	32.5
July 1, 1891, to June 30, 1892.....	43,915	24,838	14,008	56.5	4,291	30.6
July 1, 1892, to June 30, 1893.....	45,821	37,379	22,131	59.2	4,704	19.8
July 1, 1893, to June 30, 1894.....	54,222	31,636	19,511	63.9	4,703	24.2
July 1, 1894, to June 30, 1895.....	57,044	31,179	20,714	66.4	5,086	24.6
July 1, 1895, to June 30, 1896.....	55,886	50,571	29,474	58.3	3,047	10.3
July 1, 1896, to June 30, 1897.....	59,306	45,712	30,600	66.9	7,870	25.7
July 1, 1897, to June 30, 1898.....	93,144	49,164	36,312	74.0	9,557	26.3
July 1, 1898, to June 30, 1899.....	94,893	45,602	34,965	75.0	9,889	28.3
July 1, 1899, to June 30, 1900.....	106,205	48,093	33,521	69.7	10,201	30.7
July 1, 1900, to June 30, 1901.....	107,990	60,558	40,509	66.9	13,298	32.8
July 1, 1901, to June 30, 1902.....	122,000	109,829	87,983	80.1	40,270	45.7
July 1, 1902, to June 30, 1903.....						
Total.....		660,173	449,732	68.1	142,643	31.9

a This number includes 14,080 appointments made under navy-yard regulations, and accounts in part for the marked increase in appointments over last year. During this year 9,761 appointments of rural carriers have been made, while the number last year was 1,557. After eliminating the appointments in the Navy-Yard Service and the appointments of rural carriers for both years, the increase of appointments over the past year is 4,688. The increase over the past year of the number of persons who were examined and who passed is accounted for in the same manner.

The following table shows the number given educational examinations and the number given noneducational examinations for different classes of positions in the service, with the number that passed and the number appointed in each class:

Kind of examination.	Examined.			Passed.			Appointed.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
<b>With educational test:</b>									
Clerical positions—									
Railway mail clerk.....	3,465	.....	3,465	2,702	.....	2,702	1,802	.....	1,802
Stenographer and typewriter.	1,822	811	2,633	558	273	831	331	71	402
Clerk and carrier, Post-Office									
Service.....	21,633	2,212	23,845	13,905	1,891	15,796	6,244	154	6,398
All other clerical positions...	6,111	406	6,517	4,123	262	4,405	1,062	104	1,166
Total clerical positions.....	33,031	3,489	36,520	21,288	2,446	23,734	9,439	329	9,768
Subclerical positions—									
Carrier, Rural Free Delivery									
Service.....	22,424	296	22,720	19,212	212	19,424	9,750	11	9,761
Watchman and messenger...	2,031	36	2,067	1,401	32	1,433	812	.....	312
Total subclerical positions...	24,455	332	24,787	20,613	244	20,857	10,062	11	10,073
Professional, scientific, and technical positions—									
Agriculture.....	589	2	591	333	.....	333	263	1	264
Assistant examiner, Patent									
Office.....	176	.....	176	40	.....	40	49	.....	49
Civil and electrical engineering									
Ing.....	113	.....	113	30	.....	30	10	.....	10
Drafting.....	469	38	507	159	14	173	94	2	96
Inspectors and special agents.	1,413	7	1,420	821	.....	821	92	.....	92
Languages.....	522	46	568	372	20	392	35	4	39
Law.....	549	2	551	125	1	126	40	.....	40
Mathematics.....	358	14	372	160	7	167	89	3	92
Medicine.....	313	25	338	115	15	130	105	17	122
Natural sciences.....	661	16	677	355	9	364	138	6	144
Pedagogy.....	152	319	471	76	188	264	43	106	149
Other professional, scientific, and technical positions not embraced in above.....	593	4	597	291	1	292	71	1	72
Total professional, scientific, and technical positions.....	5,908	473	6,381	2,877	255	3,132	1,029	140	1,169
Mechanical positions—									
Mechanical trades.....	1,014	33	1,047	888	30	918	209	9	218
Skilled labor other than trades.....	4,111	3,562	7,663	3,382	2,834	6,216	350	231	581
Total, mechanical positions.....	5,125	3,585	8,710	4,270	2,864	7,134	559	240	799
Total, with educational test.....	68,519	7,879	76,398	49,048	5,809	54,857	21,089	720	21,809
<b>Without educational test:</b>									
Trades positions—									
Navy-yard service.....	24,080	.....	24,080	23,922	.....	23,922	14,080	.....	14,080
All other trades positions.....	2,665	.....	2,665	2,663	.....	2,663	1,284	.....	1,284
Total trades positions.....	26,745	.....	26,745	26,585	.....	26,585	15,364	.....	15,364
Other than trades positions—									
Inspector, Engineer Department at Large.....	316	.....	316	306	.....	306	209	.....	209
Attendant, Public Health and Marine-Hospital Service...	444	4	448	430	4	434	355	4	359
Operative, Secret Service...	278	.....	278	.....	.....	278	.....	.....	.....
Surfman, Life-Saving Service	695	.....	695	556	.....	556	249	.....	249
Miscellaneous.....	5,692	295	5,987	5,069	276	5,345	2,226	147	2,433
Total, other than trades positions.....	7,425	299	7,724	6,639	280	6,919	3,099	151	3,250
Total, without educational test.....	34,170	299	34,469	33,224	280	33,504	18,463	151	18,614
<b>Physical examinations for mere unskilled laborer.....</b>	<b>1,208</b>	<b>519</b>	<b>1,757</b>	<b>1,093</b>	<b>531</b>	<b>1,624</b>	<b>(a)</b>	<b>(a)</b>	<b>(a)</b>
<b>Grand total.....</b>	<b>103,897</b>	<b>8,727</b>	<b>112,624</b>	<b>83,365</b>	<b>6,620</b>	<b>89,985</b>	<b>39,562</b>	<b>871</b>	<b>40,423</b>

*a Statistics showing appointments of unskilled laborers not available.*

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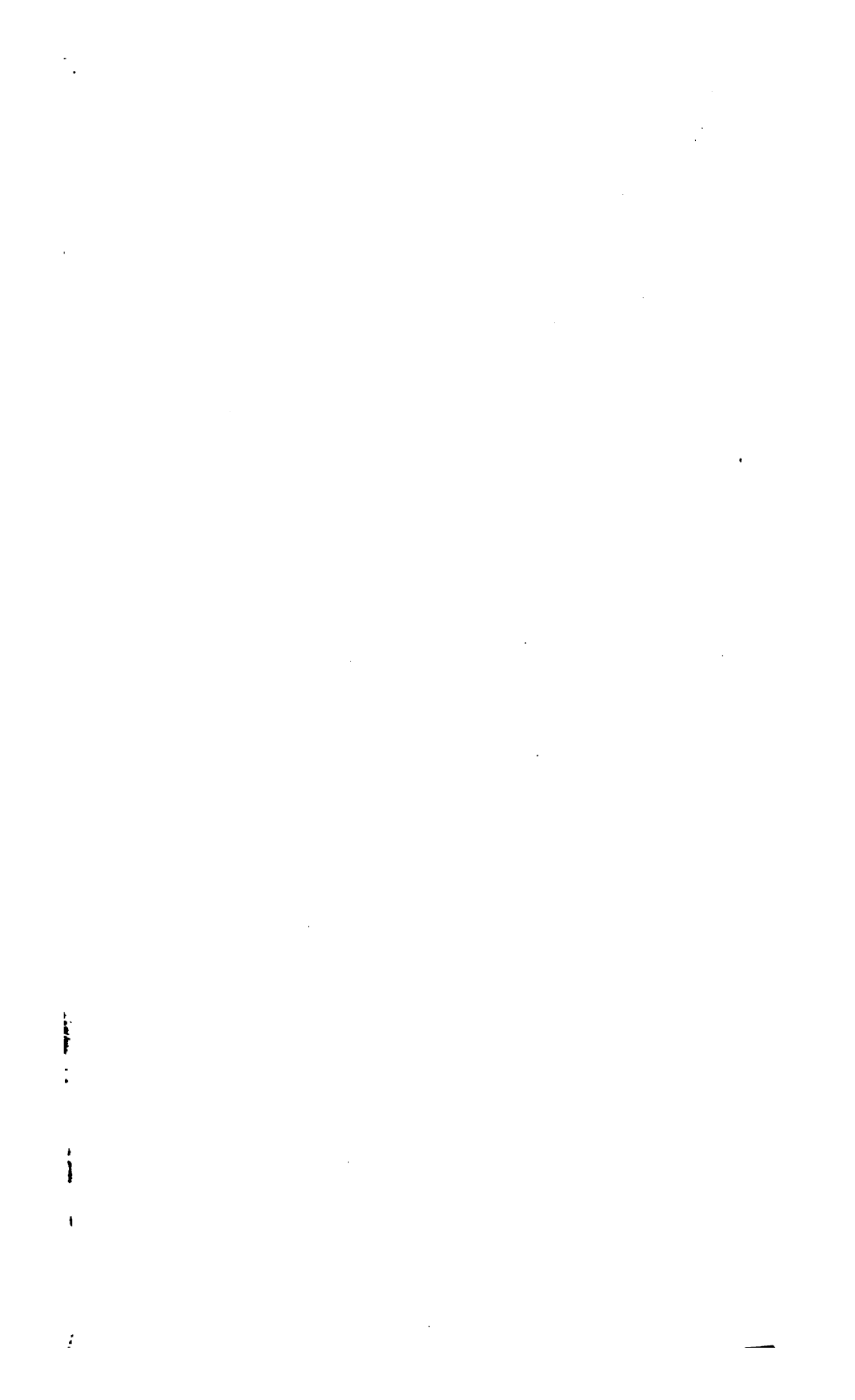
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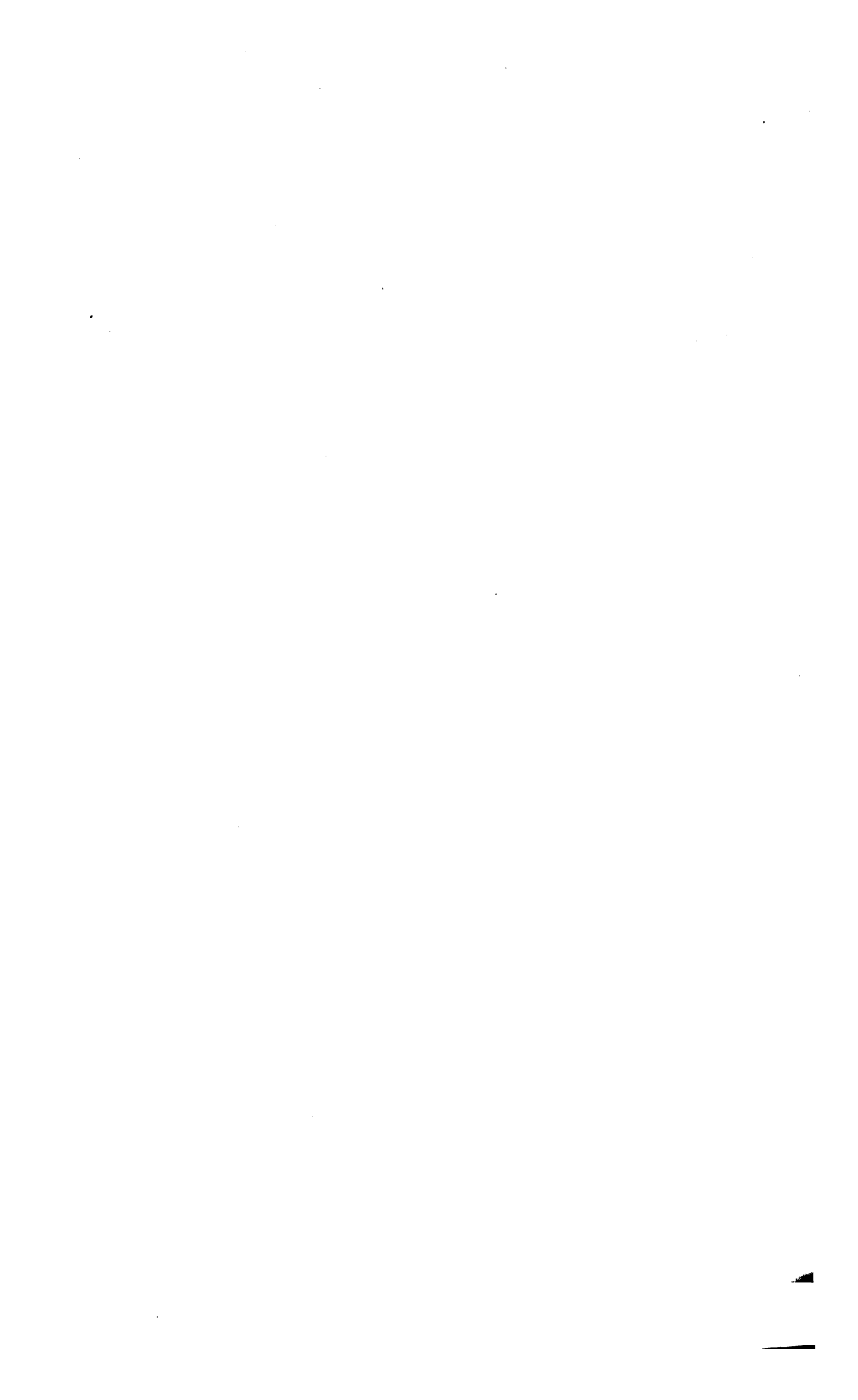
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**FLAX BINDING**

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